Ontario. Committee on the Costs of Education

Briefs

BRIEF #25

SUBMISSION OF THE LABOUR COUNCIL OF METROPOLITAN TORONTO TO THE PROVINCIAL COMMITTEE ON THE COST OF EDUCATION.

Mr. Chairman and members of the Committee:

The Labour Council of Metropolitan Toronto, which represents 150,000 employees organized in 320 different local unions in the Metro Toronto area, welcomes the opportunity to address you on the cost of education in Ontario.

In the past our resolutions and activities have demonstrated our interest and involvement in educational matters. We have representatives on school boards, college boards of governors and on University Senates. Besides our involvement in traditional education, our Education Committee of the Labour Council annually administers programmes in trade union education, often using Department of Education facilities and equipment. Many of our trade union members have some degree of expertise regarding industrial training programmes and vocational education.

Because of our particular experience and our past interest in education, we believe the views of the labour movement are a legitimate expression of a significant portion of public opinion. We regret that there is no labour representative on your committee.

Although we know your terms of reference and believe you are examining a crucial issue, we are somewhat perplexed about the purpose of your committee. We are confused since many substantial budget cuts have been made or are in the process of being made. The decisions taken as a result of these cuts in expenditures will be far-reaching, but it seems your committee will report after they have been made.

We feel the goals of education will determine the cost of education. In our submission to the Commission on Post-Secondary Education in Ontario, we defined our belief that the educational system should embody the principles of equality and democracy, which are two important motivational forces behind the labour movement. We also stressed that our educational system should meet the needs of our everchanging technological society.

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Although we know your terms of reference and believe you are examining a crucial issue, we are somewhat perplexed about the purpose of your committee. We are confident since many substantial budget cuts have been made or are in the process of being made, the decisions taken as a result of these cuts in expenditures will be far-reaching, but it seems your committee will report after they have been made.

We feel the costs of education will diminish considerably of education. In our submission to the Commission on Post-Secondary Education in Ontario, we defined our belief that the educational system should embody the principles of equality and democracy, which are two important motivational forces behind the labour movement. We also expressed that our educational system should meet the needs of our overcommitted economy (and society).

It follows that we welcome the trend towards greater flexibility and choice in our elementary and secondary schools. In future we urge greater community and parental involvement in the school system. A system of education which fulfills these goals will be costly, but insofar as it is an investment in our human resources, it is worth it.

Clearly the distribution of taxable assessment throughout the province bears little relation to the communities' educational needs. We therefore urge that the burden of financing be shifted to income taxes. Such a system is more equitable and relates the burden of cost more closely to those who receive the benefits (particularly corporations with corporate income taxes).

We urge that more direct experience in the community or training on the job become an integrated part of our children's secondary education. Such a policy might result in lowering costs in education by the use of facilities other than schools, and we are convinced it would cause academic education to be applied to real problems and would enhance the learning experience. Such a programme might be a better alternative to extending special two year programmes to four years. While we recognize that such a plan keeps these students off the labour market, it boosts educational costs without providing additional benefits to the students concerned. Similarly, Grade 13 might be ended completely or replaced with a five-year programme which included periods of community or employment experience.

We also urge more full-time and part-time secondary educational programmes for people at all stages of life who in future may need to change careers several times. Such programmes we feel reflect the needs of people in today's society. A programme of continuing education (or re-education) provides both short run and long run benefits. In the short run it reduces capital costs through more intensive use of present facilities and need for expansion. In the long run an efficient re-education programme is the only method for lowering the social costs accompanying technological change and structural unemployment. Any commission studying the costs of education must consider such needs a high priority.

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Based on our analysis of needs in education and recognizing that education costs have risen (with decreasing enrolment the peak pressure on the budget may be past) we have some specific suggestions for keeping costs in line while fulfilling educational needs.

We believe public concern with educational costs arises not so much from a reluctance to pay a legitimate social cost, as from the feeling that money is unwisely spent or not accounted for publicly as clearly as it might be. We believe there is waste in educational spending, and think there should be a re-evaluation of priorities in spending especially given recent events.

We understand the province has reduced its educational budget and has told school boards in Metropolitan Toronto to cut costs by millions of dollars this year and in 1973. We believe this drastic cut in costs presented so suddenly and rapidly is not the best method. It is difficult to understand how a policy which makes considered re-evaluation of priorities virtually impossible can be justified on the grounds of the need for internal self-discipline regarding expenditures in the field of education. Surely more gradual paring down could have been planned to parallel the fewer number of children entering the school system. We understand this imposition of ceilings by the provincial government has ended the policy of school boards using a local levy at their discretion. Increased centralization in spending suggests greater inflexibility and uniformity of programmes. We prefer co-operation between the local boards and provincial government, to finance education so that both parties can agree to realistic cuts in the budget without denying local boards the ability to cope with special local needs.

We understand that although schools in Metropolitan Toronto are assessed at a high rate, they receive a provincial grant for only 30% of their budget, which is a lower grant than many country schools with fewer children. We suggest this system of priorities discriminates against the urban schools. These schools have special problems which necessitate "special" programmes. These are often used by people who move into the city to utilize them. Although centralization of these special services (*) must entail higher costs to Toronto, the centralization is efficient and deserves more provincial funds.

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(*) deaf children, perceptibly handicapped, emotionally disturbed, retarded, etc.

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We understand that although schools in Metropolitan Toronto are assessed at a high rate, they receive a provincial grant for only 20% of their budget, which is a lower grant than many country schools with fewer children. We suggest this system of priorities discriminates against the urban schools. These schools have special problems which necessitate "special" programmes. These are often used by people who move into the city to utilize them. Although centralization of these special services (*) must entail higher costs to Toronto, the centralization is efficient and deserves more provincial funds.

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Given that the provincial government has already determined how much the budget is to be reduced, we would hope that administration of this policy would be carried out so as to affect the classroom situation and the quality of educational experience as little as possible. Teachers and materials should have first priority. This does not seem to be happening. We are very concerned that there will be a significant reduction in teachers and a consequent rise in the student-teacher ratio.

Before any such drastic action is taken we believe administrative expenditures should be reviewed. Administrators and service employees should be affected first. Ideally these people could be placed elsewhere in such a way as to provide them with satisfactory employment. But such an approach (the only one acceptable to the labour movement) requires time and planning, which the provincial government does not seem to be providing.

The greatest paring of costs should be in the administrative area where increased bureaucracy has created burdensome, expensive educational structures which are increasingly inacessible to individual taxpayers, teachers, students and parents. We cite the Park School parents' group as a case in point where legitimate questions were raised but the elected trustees provided neither remedies, improvements nor (sic) solutions.

We commend the Toronto Board of Education for terminating expenditures on limousines for the Director and Chairman of their Board. In a year of drastic budget cuts this "convenience" is unnecessary. We submit such trappings cause administrators to become alienated from many of the participants in the educational system whom these people are intended to serve.

We also believe principals and department heads should teach one or two classes. Such procedure would create more rapport with teachers and students, would cut teaching costs, and would provide useful information to those who are responsible for tailoring curricula to contemporary needs.

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We understand there are 250 "consultants" who work directly under a presently expanding department of the provincial government. A review of the number of consultants would be advisable since many teachers' jobs are on the line. Presumably the consultant's job, while valuable, has less direct effect on the classroom situation.

We urge that O.I.S.E. facilities, which are both ostentatious and needlessly luxurious, be better utilized by teachers and their students. We believe O.I.S.E. services and expertise should be more integrated into the educational system at all levels. One school board we approached about reviewing their curriculum, had never heard of "Teaching Prejudice", an O.I.S.E. publication. Some teachers we have talked to have had no contact with O.I.S.E. and those who have, felt their "experts" were more arrogant than helpful. The idea behind O.I.S.E. was good and potentially useful, but their modus operandi should be reviewed.

We feel there is a waste in educational expenditures. For example, a Department of Education glossy publication called "New Dimensions" is sent out regularly to every teacher. Many of these go unread. While it is important for the Department to provide teachers with educational news and information, surely each school could receive 4 or 5 copies for their staff room, and perhaps expenditures in layout could be reduced. We feel these kinds of cuts are preferable to cuts in book budgets, which we understand are already being effected.

The addition of educational television to some schools has often been administered badly. For instance, one school in Metro received televisions but until Christmas 1971 they could not be used as there was no VTR equipment and no hookups to the cable system. Nevertheless, all 60 teachers in the school received every month glossy brochures which were of no use to them. This school now has videotape equipment but there are not enough hookups in the school. Showings are difficult, and all taping needs the permission of the principal. Now that they have useable educational television, the teachers face so many problems with taping and staging of programmes that this expensive facility is underused.

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Just as we feel students as part of their education should at times go out into the community, we feel too much emphasis has been placed on school buildings. We note that Britain's elementary school education is considered very progressive and successful, but often takes place in old, simple and well-utilized buildings. Perhaps the Boards of Education could together adopt one basic model of school which could be modified slightly to fit local conditions. Certainly the traditional system of contracting out work to many different groups for the design of one school is a very expensive method. The Study of Educational Facilities Plan, now involving all six Metro boards, which uses systems building techniques and prefabricated mass-produced parts has also proved expensive. Surely it would be less expensive to have one design and hire one company at one price, to complete the job. This method would place the onus on the construction company to stay within the budget agreed upon by the local board and his company, whether he had to sub-contract or not. Perhaps Boards of Education building contracts should be settled on a competitive basis, going to the lowest bidder. Also, new untried innovative building techniques should be explored with the idea of cutting costs in this area.

Such facilities as have been built should be used for "continuing education" or recreational purposes all year round in order to cut costs and to prevent duplication of facilities. Perhaps elementary and secondary education programmes themselves could be run on an all year basis as another means of cutting educational costs, and optimizing utilization of expensive capital resources.

In summary, we believe quality education is a good public investment. Such education is expensive, but imaginative and planned administrative decisions which use all that communities can offer, can create a flexible system that meets people's local needs and more general curriculum requirements, within budgetary limits agreed upon by the province and school boards.

We regret budget cuts were announced before your committee reported but we trust your report will reflect our concerns.

FEDERATION OF WOMEN TEACHERS' ASSOCIATIONS OF ONTARIO

SUBMISSION TO THE

COMMITTEE ON THE COSTS OF EDUCATION

In the affiliates of the OTF, the Federation of Women Teachers' Associations of Ontario plays a vital role, for FWTAO represents the only group in OTF which stands solidly for the classroom teacher; approximately 90% of its members are classroom teachers.

It is time for the Committee on the Costs of Education to take a close, personal look at the woman teacher. The latest available statistics on our membership published in 1969 [1] indicated that the woman teacher is a stable employee, and that a high percentage is dependent on teaching employment as the primary source of family income. She has a right to maintain her relative economic position. Any static condition in salaries will decrease the attractiveness of teaching and lower the professional teaching standards.

Children are the dominant factor in the world of the elementary school teacher. Studies reveal that she regards herself as a teacher of children, rather than that of subject matter. [2] It is staggering and sometimes incomprehensible to conceive of the pressured role in which society places the elementary teacher. She contends with large classes which place a great drain on her intellect and her patience. She attempts most conscientiously to provide individualized language instruction for children whose mother tongue is not English, and who arrive, in some cases lacking

even a minimal grasp of the language of instruction. She plows through clerical work, marking, hall duty, lunchroom duty, and yard duty. It is difficult to perform the task of teaching when many hours are consumed in routine matters. These have little or no bearing on the effectiveness of her teaching, but do take time away from preparation of classroom material and actual instruction. There is no denying that teaching and learning occur on all fronts and not just in the classroom, but when a teacher is deprived of the time to prepare adequately to teach effectively, frustration sets in. A decrease in the monies available for education would proportionately increase the non-teaching demands on the teacher and therefore seriously affect the education of the children.

The teacher has a growing responsibility to the child in our society. "The average elementary school teacher engages in more than one thousand interpersonal exchanges daily."[3] There is rarely a moment of relaxation. The inner pressures are continuous.

Each child needs inspiration, encouragement and guidance from the teacher. This increases the load for the teacher and takes more preparation than it did when the teacher prepared a lesson and taught it to all children. If each child is to develop his

potential to the fullest degree, there must be a competent resource person available when needed. This is a very important part of the teacher's responsibility.

Many classroom teachers find themselves in a paradoxical situation. They agree with the philosophy of the recent educational publications such as Living and Learning and One Million Children and have attempted to implement many of the recommendations. However, they find themselves working in a situation where the educational authority has neither accepted nor rejected the recommendations. The Ministry of Education has not indicated a willingness either to finance or to allow to be financed locally, the increased expenditures required to implement any of the recommendations outlined in the aforementioned reports.

It must be remembered that every recent change in education has enlarged and complicated the task of the teacher. Unfortunately, without necessary support and resources these frustrations and pressures can be too much for the teacher to bear and some leave the profession. In similar circumstances in the USA it has been found that "The ones who depart also have, generally, college achievement records superior to those who remain. The above-average people, then, leave the

classroom soonest."[4]

"Understand this about teachers: They work in a field that offers extremes to the serious practitioner - moments of joy, but also stretches of profound discouragement. When done even reasonably well, the work is far more difficult and complicated than people realize."[5]

The philosophy of dealing with the whole child is not a new one but in the past five years serious attempts have been made to translate this philosophy into operational terms in the school.[6] Society has gradually delegated more and more responsibility for the child to the school. Common sense tells us that there is a limit to the possibility of doing more things for more parts of more children.

Schools have been called upon to provide an increasing spectrum of services, such as public health, education and training of children with learning disabilities, extensive sports programmes which might formerly have been considered community recreation, and language programmes for New Canadians. No one questions the necessity of providing such programmes but it can be argued that some of these services could legitimately be charged against agencies other than the educational authority.

A.T. Jersild has done many studies in the field of education and one of his observations is very pointed - "In many schools with elaborate budgets for other things, the provisions for guidance, therapy for seriously disturbed pupils are woefully inadequate, and the methods of dealing with such pupils are very cruel."[7] Already in Ontario, inadequate funding is resulting in a decrease in services for pupils with special needs. Is this one more burden for the classroom teacher to shoulder? Are special education children going to be placed at the back of the regular classroom? Are our priorities out of order?

The CELDIC Reports, both national and provincial, call for the integration of children with special learning needs into a regular school programme but with smaller classes and an extensive array of ancillary and supportive services. Even when complete integration is not possible, a gradual phasing in of the process is recommended. If the pupil-teacher ratio is to be increased how feasible is it to suggest that the specialized attention required by such children with learning difficulties is going to be available or possible?

A number of years ago the programme in the elementary school consisted of a course of studies laid down by the Department of Education. The knowledge and skills to be developed were

outlined at each level. It was the job of the teacher to teach this body of knowledge and to develop the skills.

The question when a child started to school and at each level was "Is he ready for the programme?" Through the years the emphasis has been slowly shifting until now the teacher asks "What programme is he ready for?" She then tries to provide a programme to challenge the child but one where the child can know success. Accompanying and part of this change is the shift in the role of the teacher. Instead of the class being completely teacher directed with the teacher as the source of "truth" the teacher's role is to create a climate for learning and to guide the pupils to do research, think critically and make value judgments based on the evidence they have found on any topic.

Because children's abilities and interests are so different, this type of programme results in a great deal of work being done in small groups and individually. To carry on a programme that caters to all children requires more physical space per child. A classroom that could easily accommodate 35 children sitting in neat straight rows is over-crowded with children working in learning centres.

One might assume that class size was not an important factor where the goal was the acquisition of facts and the method used was lecturing.[8] Knowledge is expanding at such a rate that the emphasis must be not on mastering a certain body of facts but on how to obtain facts and how to use them. However, one might also assume that class size is a highly important factor if the goal is learning by discovery and the method, personal pupil-teacher interaction. Since this latter situation more nearly reflects the recommendations made by the Provincial Committee on Aims and Objectives of Education, the return to a higher pupil-teacher ratio of an era when the goals were quite different is hardly appropriate.[9] We cannot have it both ways. Assuming that we consider the Hall-Dennis philosophy a move forward, then if financial considerations are paramount and pupil-teacher ratio is increased, we must be prepared to shift backward.

Closely allied to pupil-teacher ratio is the question of pupil control.[10] Whether we look at this as an administrative problem or from the standpoint of physical and psychological safety the exercise of some measure of control is essential. Again when students sat in rows of desks, moving only when given permission by the teacher, student control was far more easily managed than in the mobile activity-centred situation toward which we are

moving. The increased stimulation of the new environment and the excitement generated are bound to increase the tension level of both teacher and students in over-crowded classrooms.

The term control has an authoritarian and negative connotation.[11] But regardless of the name we give it, the development of control - to a level of self-control - is not a happenchance activity. Parents themselves are often frustrated in their efforts in this direction while dealing with only a fraction of the cases and unhampered by the legal obligations binding the schools.

If there is one message which dominated the Hall-Dennis report it is the need to individualize instruction - to diagnose the needs of the child on an individual basis and to provide for him a personalized prescription of learning experiences. This is a Herculean task on the basis of one-to-thirty ratio. To increase that ratio makes it virtually impossible.

The basic responsibility of the provincial government to finance public education can hardly be questioned in this century. Through its provincial auspices the political authority has been able to build in a measure of equalization of opportunity. Ontario, however, has long maintained the diversity of approach, the strengthening of community interest, the richness of local prerogative through

its system of locally elected trustees with the right to determine the quality of education offered in that area. By imposing a rigid ceiling on expenditures the Ministry of Education has effectively denied the right of any community to spend its own resources in the pursuit of the type of education it has declared itself willing to finance. Local Boards of Education become, therefore, primarily administrators of provincial decisions with no local initiative permitted.

In just a few months we have witnessed the devastating effect on elementary education caused by the imposition of the ceilings. Special programmes and services which Boards saw as valuable two years ago have been severely curtailed. In one county, for example, a music programme was reduced so drastically that a number of teachers highly qualified in music were dismissed after years of satisfactory service to the community, not because their performance in the classroom was questioned, but because the Board judged itself unable to finance this specialized programme. In other parts of the province special services to students and staff provided by subject specialists or consultants have been reduced or eliminated. Many teachers highly qualified in a specific area of the curriculum are now teaching regular classes and the damage due to the loss of the expertise of the specialist

to the rest of the children in the system is irreparable.

Temporary economies were effected last year. A decrease in the amount of instructional supplies was possible, a postponement in customary school maintenance such as the five- or seven-year re-painting of schools was possible, refusal for field trips and excursions, while disruptive to the planned programme, could be tolerated on a short term basis. Such curtailments cannot be continued indefinitely.

Another area of temporary suspension of service in several jurisdictions was in the availability of supply teachers. In some individual schools the rule-of-thumb has been no supply teacher until at least two teachers are away. In one school the first four absences are to be covered internally. The pressure on the already heavily burdened teaching staff becomes intensified. In other school jurisdictions the rates to be paid for supply teacher services have been so severely reduced that the rate is below the minimum salary of a beginning teacher. This last procedure places a group of teachers who by nature of their casual employment are unprotected by any statute or professional organization in the dilemma of providing a professional service for less than a professional fee or of refusing to provide the service at all.

In addition to the problems created when substitute teachers are not available for a short period of time, the problem in some jurisdictions is compounded by the fact that a teacher who leaves for one reason or another during the school year is not replaced. In all instances the quality of instruction to the children is adversely affected.

Consider too the further reduction in the autonomy of the local school board. These serious restrictions in the amount of money available inhibit the decision-making of the local board when it comes to staffing. A board can no longer decide for itself the number of teachers it can employ, in spite of the fact that the Ministry of Education has indicated a desire to provide autonomy to the local school board in staffing and programming.
(cf New Dimensions, December 1971)

One alternative for a school board is to increase the pupil-teacher ratio. This is one very easy way of economizing on the salary bill. At least one county now proposes to cut its elementary teaching staff by 10%.

At precisely the time when the Ministry is moving to increase the educational requirements for people entering the teaching profession, a board is, by the imposition of the ceilings, placed in a position

of not being able to hire the more highly qualified teachers which the government says it should have. The provision of weighting factors on the basis of the percentage of teachers with degrees or a number of years of experience is still an inadequate solution. The factors are determined by circumstances which existed in 1971. These circumstances are applied to the situation in 1972. There is no provision for a board to improve the situation by hiring additional highly qualified and experienced teachers, the back-bone of the educational system.

Suggestions have been made that teachers should forego salary increases and any improvement in working conditions since they are already well-paid and money for education is limited. If costs of all other services and commodities continue to rise this is tantamount to asking the teachers to subsidize the educational system. No other group of public employees is being faced with this proposition. The immediate effects of any kind of freeze on teachers' salaries will be a decline in the relative economic status of teachers. The long-range effects in the public mind will be a decrease in the attractiveness of teaching as a profession, as a career.

Already we have seen the impact of the ceilings in a few months. What of the future?

Will the school system continue to be the primary community agency with its duties and the expectations of the public ever-increasing? Will a greater and greater portion of school time be consumed in an ever-widening circle of additional services?

Will there be a recognition in deed as well as in theory of the unique importance of the public's investment in education? "The effect of under-investment in this field can never be fully recovered or made up. When primary education is neglected, the consequences will be felt throughout the lives of the people adversely affected."[12]

When will it become recognized that the widening disparity in the monies being provided for elementary and secondary education harms both systems? The Ontario Teachers' Federation has already resolved "to immediately urge the Department of Education to equalize the grants for recognized ordinary expenditures for elementary and secondary schools." (August, 1971)

What is the Ministry's official position on the educational philosophy of Living and Learning and One Million Children? Are these reports to be considered seriously or are they just reports to be filed? If these reports and their recommendations are to be implemented, will the Ministry make available the considerable amounts of money necessary?

Lacking some clear expression of educational philosophy of the Ministry, should not a measure of fiscal autonomy be returned to the local Boards of Education so that individual school jurisdictions may research, may experiment, may arrive at a satisfactory philosophy of education suitable to local desires and needs with the financial authority to initiate and maintain the agreed upon programmes?

Will the fact that the strength of educational systems lies in the diversity of approach be recognized once again? In some jurisdictions or individual schools, it may be true that "One evidence of the ferment in education is that the schools have become innovation happy. Once accused of never budging, never changing, many adopt new techniques, new programmes, and new organizational styles one after the other."[13] A community school, a multi-age grouping unit, a school without walls may seem radical innovations; yet from the willingness to question customary paths, from an eagerness to approach the optimum, from experimentation combined with evaluation, the school system can only advance.

Let us be of one mind - that our united purpose for education shall be: "The underlying aim of education is to further man's unending search for truth. Once he possesses the means to

truth, all else is within his grasp."[14]

Let us also be of one mind - that the youth of today or tomorrow will not be denied the means by which his search for truth is facilitated.

RECOMMENDATIONS

Having made the foregoing statement the Federation of Women Teachers' Associations of Ontario recommends:

1. That the ceilings for grant and expenditure purposes for the elementary schools be equalized with those for secondary schools.

2. That a measure of local autonomy in raising funds by local levy to supplement the basic provincial grants be restored.

3. That the weighting factors for grant purposes include an incentive feature to encourage boards to hire degree-qualified and experienced teachers.

4. That the weighting factors for grant purposes include an incentive feature to encourage boards to undertake experimental programmes.

5. That the Ministry of Education state its position on wide-spread implementation of the philosophies of the CELDIC Reports and of Living and Learning.

6. That there be a re-definition of "equipment and furnishings" in the capital and current budgets and that repair and replacement of major items fall in the area of capital budget.

7. That services provided by the schools which are actually within the purview of other community agencies be funded by those agencies.

8. That the Federal Government share the cost of educating New Canadian students.

FOOTNOTES

[1]Shirley Stokes, The Shortest Shadow, A Descriptive Study of the Members of the Federation of Women Teachers' Associations of Ontario (Toronto: Federation of Women Teachers' Associations of Ontario, 1969).

[2]ibid.

[3]Myron Brenton, What's Happened to Teacher (New York: Coward-McCann, Inc., 1970), p. 27.

[4]Brenton, op.cit., p. 29.

[5]Brenton, op.cit., p. 27.

[6]FWTAO, A Position Paper on the Minister's Financial Guidelines, 1970.

[7]Arthur T. Jersild, When Teachers Face Themselves (New York: Horace Mann-Lincoln Institute of School Experimentation, Teachers' College, Columbia University, 1963), p. 116.

[8]FWTAO, A Position Paper on the Minister's Financial Guidelines, 1970.

[9]ibid.

[10]ibid.

[11]ibid.

[12]CTF, November, 1963, to L.B. Pearson, Prime Minister of Canada.

[13]Brenton, op.cit., p. 19.

[14]Ontario Department of Education, Living and Learning, Report of the Provincial Committee on Aims and Objectives of Education in the Schools of Ontario (Toronto: Newton Publishing Company, 1968), p. 9.

King Kirkland, Ont.,
March 28, 1972.

Committee on the Cost of Education,
Executive Director, Room S-944,
252 Bloor St. West,
Toronto 181, Ontario.

Attention: Mr. J. R. McCarthy

Dear Sir:

The Kirkland Lake Board of Education has passed the resolution to close the King Kirkland Public School as of June 30, 1972.

We have been told this move is because of the savings to the Board of $9,360.

If the Minister's ceiling has caused this, could it be looked into for the following reasons:

1. We have a lot of low income families in this community and feel that our children should be allowed to continue in their own Community School, so they can come home for hot meals at noon, not carry sandwiches and be bussed 8 miles (return trip) unnecessarily each day. One family has 8 children in school and the Mine the husband works at is closing, and to stay in the area he must accept a job for half the salary he received. This mother will also have to contend with 8 lunches to pack daily if our school is closed.

2. We have children with medical problems and by sending them to Kirkland Lake, feel our children will miss many extra days of school. If they remain here and are sick they are all within a five minute walk to their homes. If they go into Kirkland Lake the majority of us have no means of going out to get the children if they become sick and taxi fares are $3.00 from the school to our area. (4 miles) We could run up quite a taxi bill for the Kirkland Lake Board of Education as we cannot afford the transportation costs which they will force on us. (In my own case, I have a seven yr. old, and as I look after the Post Office, there is no way I can close up and go and get my little one if he takes sick during the day.) We feel if the children were in their own school, lots of times, only half a day would be lost, whereas going into Kirkland Lake would mean loss of a full day.

3. The Grades 7 and 8 have been forced into the Kirkland Lake Schools since Sept. 1970. They are not doing any better in their Grades than they did here. Also, some parents are finding

the students are reluctant to go to school since starting into Kirkland Lake. They complain of bussing, lunch facilities, etc. (Enclosed find a copy of the Children's brief presented to the Kirkland Lake Board of Education on Feb. 21, 1972).

4. The sum of $9,360 averages out to less than $125.00 per student. Is this a fair excuse for closing a school? Small children's welfare should be considered before $$ and ¢¢. Also, this may be a morbid thought - but what if the bus, carrying all our small children (K-Grade 8) should have an accident? It could snuff out the young lives of all our communities children - for the sake of saving $9,360. Can you measure a child's life in $ $? Our children are flesh and blood to us, not $ signs! - and money won't replace them!!

The Board also lists a figure which they say maintenance of our school will cost if they are to keep it open for the next few years at $6,650. (They stated a figure of $15,000.00, and then up to $18,000.00 and when we questioned this, brought it down to $6,650.00. Even this amount is questioned by the Ratepayers, as our school is in good condition, with the exception of a few minor repairs needed.) (See Brief #2 enclosed)

5. The Town's growth is held back by a Restriction on Building here. We hope to get the Dept. of Municipal Affairs to lift this by Spring and this will be our main objective, as we feel we could have 50 more homes here in a very few years, and have need for our school to accommodate the above. Families will not locate in an area if there is no Public School available to them. We are proud of the number of young families settling in our Community, and as the old age pensioners vacate their homes, the young families have been moving in to fill the homes.

6. The projected enrollment is 75 pupils for Sept. /72 at this school and we feel a hardship will be placed on families who will be forced into sending children from Grade K-6 to school in Kirkland Lake. The Grades 1 (now in Kindergarten) will be twelve (12) for September enrollment so this will mean a very long day (8:25 a.m. to 4:20 p.m.) - for children used to a three (3) hour day in school.

7. Separate Schools will gain enrollment if the King Kirkland School is closed, as many of the families will support their Separate School if they have to send the children to Kirkland Lake.

We would appreciate anything that could be done on our behalf. Thank you.

Yours truly,
King Kirkland Ratepayers Committee.
(Per) W. F. ANGUS.

(Brief #1)

February 1972

Thoughts of the King Kirkland Children concerning the recent school issue:

1. The buses are too crowded. There are about 80 people on our bus. 4 or 5 of us are crowded into seats that hold 2 or 3.
2. We don't like waiting outside with no shelter, in the cold, windy, rainy, snowy, dirty weather to go to a Kirkland Lake School.
3. All of us live within 1 mile of the school and prefer to walk to our school than ride to another. Walking keeps us warmer and allows us to walk and talk as we go along to school.
4. Smoking at the back of the bus bothers us.
5. Bad language is very annoying and embarrassing.
6. We fear hazards such as slipping and being tripped as we load and unload.
7. Bad manners: shoving, pushing, crowding especially for small children is very disturbing.
8. If we're sick at school during the day we will have to wait until bus time to go home because most of us don't have a way home.
9. There are many unnecessary inconveniences caused because of bus travel; head aches, toothaches or a need for other medicines. If we have accidents at recess such as wet or torn clothes we will have to suffer all day. In our own school we are allowed to go home, change and return within one half hour. Teachers say they aren't allowed to give us aspirins or toothache drops, etc.
10. If we sleep in, miss the bus, or feel sick in the morning we have to lose a whole day because of no transportation. In our school we would be able to return in the afternoon if we felt able to.
11. Bus travel makes our day longer. We have 1½ hours unnecessarily added to our day which we could use in our own home, outside or in play, which is very important to us.
12. We don't like to have to take our lunches to school. We would rather eat at home. We like to share with our parents, our work at school. Lunch students have to eat on benches and balance lunch on our knees or stoop over and put it on the floor or sit on the floor.
13. We miss the friends, fellowship and happy atmosphere of our school. We enjoy the mixed playground and the smaller children and they miss us.
14. It is handy to have the library books in the classroom. We miss having the encyclopedia in the classroom.
15. We prefer to be in double grades in our school to single grades in a Kirkland School.
16. Only one benefit has been received that we weren't getting in King Kirkland and that is instrumental music at the high school once every six days. 4 children from King Kirkland are taking it.
17. Concerning washrooms, King George washrooms are worse than King Kirkland washrooms and Queen Elizabeth washrooms are worse than King George's.

The children who are attending King George school now, can't understand why they have to when they have a perfectly good school in their own community they could be attending.

The children in the King Kirkland school can't understand why they will have to take a bus and go to another school when there is nothing wrong with the one in our community.

(Brief #2)

King Kirkland, Ontario
February, 1972

Kirkland Lake Board of Education
Box 610
Kirkland Lake, Ontario

Madam Chairman and Sirs:

We would hope the Board of Education will accept our petitions and letters from concerned parents, and our reasons which we think are valid ones.

We disagree with the estimates slated by the controller of properties - re: the cost of repairs for our school. Would the Board allow us to call in two (at least one) independant building contractor, who would give an honest evaluation of the necessary repairs required.
---------We disagree with the necessity of modernizing our washrooms, but agree that maybe they do need some ventilation. (Do all Kirkland Lake schools have this?)
---------We disagree with the cost for major repairs to the roof. The new Central has leaked for the past few years and it wasn't threatened to close)
---------We agree there is a problem over the office roof with water backing up but this is a minor problem and does not affect the classrooms.
---------We disagree with the statement that repairs are needed to our sewage system. (Where does the controller of properties get this idea?)
---------We agree that a FEW windows should be repaired.
---------Concerning the foundation --- A number of the ratepayers in King Kirkland have examined it and found it to be in good condition.

The above statements have the backing of the ratepayers in King Kirkland and they have made the above suggestions to us.

We appreciate the extra services which the new Board brought to our school but the parents feel that perhaps we are getting some which are not necessary. This feeling has been expressed by many parents, who would prefer that you would cut some of the FRILLS and leave the necessities of life here -- which to us is -- OUR school in King Kirkland.

The feeling of the parents (as well as the children) is that the students who have gone into King George have not gained any more by going to the Kirkland School than they received here. They had been bussed into town for shops, home economics, etc., before leaving this school.

A statement was made by one of your board members that the children are never concerned by bus travel -- it's only the parents! The enclosed list from the students should dispel that thought where our children are concerned. If our children are bussed into town, the Catholic families will send their children

to the Separate School. They have kept their children in the Public School System in King Kirkland as they didn't want their children transported into town, but, if they have to go into town they will be paying separate school taxes, so you see, that is our loss, in more ways than one!

We note you have the following arrangements for your Grades 7 & 8 --

Federal----------going to Central
Swastika & area----------going to Kirkland West
King Kirkland & Dobie----------going to King George
Chaput Hughes area----------going to Kirkland West
King George area----------going to King George
Queen Elizabeth----------going to Queen Elizabeth
Central (downtown area)--------going to Central

We would suggest that you concentrate on bringing all these students into one school and get a Jr. High School. We were under the impression that this was your plan when our Grades 7 & 8 were taken out of the King Kirkland School.

As ratepayers we would like to know how much the Kirkland Lake Board of Education will save by closing our school? How much would this cost the Provincial Government in transportation grants? How will it affect our taxes? We would like to know if we could get a breakdown of the amount collected by this Board from the grant structure on elementary, secondary and bus grants from the King Kirkland students. Are there special grants allowed because our students are from an unorganized area????? We do not expect the answers to these questions to-night but would like to be able to inform the ratepayers that their questions will be answered when your figures to the above are available --- at your convenience.

We wish to thank Mr. Yakubowski and the staff for the detailed cost of operating our school and education costs for our children in the three (3) schools involved.

KING KIRKLAND RATEPAYERS COMMITTEE

[illegible]

As parents, we feel sight reading is not grasped by the slow learner. The child who fails to grasp the content of what he reads becomes a poor reader. The Department of Education must get these children back to the alphabetic or phonic sounds so they can be a school graduate in later years, not a school dropout.

With children in the school system since 1951, we see the need of common sense methods, and the old method far out-weigh the sight reading--which is only guesswork.

We want more time spent on the basic subjects in the primary grades as they set the pattern for learning and if the child gets confused early, they lose the interest they started out with. We feel that if you cannot read, you cannot spell, and bringing them back to more emphasis on the sounding out of words would correct this--instead of the guesswork in today's learning or teaching habits. This is a must--if as parents we want the best for our children--which is the goal we are all working towards.

The Department of Education is adding to the confusion for the slow learner by the enlarged class size. The trend seems to be 35-1 ratio and we feel the bottom ten (10) are losing out because of this. Many parents feel that 25-1 should be the goal of these new boards so the teacher and student can benefit from the years work in the primary grades especially.

The average time per day spent in the classroom = 5 hours = 300 minutes. This would only allow 8½ minutes (approx.) for individual attention between the teacher-student. Even a class of 25 only leaves individual attention at 12 minutes per student per day.....

As parents, we feel the elementary school students are being short changed since the larger boards of education were formed. We see increased honorariums taking away from finances which should be channelled into supplies for the students. Since the new boards are in we have witnessed increased ratios--along with increased honorariums. We have bus-happy boards transporting students past schools to another area and in this regard are over-crowding some schools and closing ones that could be kept operating if common sense were applied.

They are all crying--poor--yet we, as parents feel the money must be made available for education. These are our men and women of tommorrow in the classrooms today and the majority of them will be paying into the "tax-pot" for at least 40 years. Are not they entitled to educational facilities with less stress coming from boards on what it costs to educate these students?.....

[illegible]
[illegible]

We, the representatives [illegible] the King K[illegible]land [illegible] [illegible] once more presenting ourselves to the members of the board [illegible] King [illegible] will reconsider their decision of closing our school. We [illegible] our [illegible] school has more merit than a larger school. We feel we have not been given enough valid reasons for closing our school and bussing our children to Mi[illegible] Lake.

* Note* (The following are the advantages of proposed orgin[illegible]ation presented by the Kirkland Lake Board of Education, and (A) is our reply to same.)

1. All King Kirkland pupils in one school, not 3 as at present - ie. Kirkland West, King Kirkland, King George.

1. (A). All this would accomplish would be to create a greater congestion of pupils at recess and lunch hour and more baby sitting duties for the teachers. This problem could be solved by returning the Grade 7's & 8's to King Kirkland school - thus all King Kirkland pupils in one school.

2. Well stocked library resource centre with services of a trained teacher - Librarian avaible for use by all pupils, and consistent with the requirements of the Department of Education Curriculum Guidelines.

2. (A). Satisfactory supply of books and resources at the King Kirkland School and easily attainable books in the class rooms.

3. Better facilities for Physical Education: Greater opportunity for house leage and inter-school competitions; More opportunity for participation in an organized sports program.

3. (A). We have facilities at King Kirkland school for both summer and winter sports. Spare room is spacious and adequtely supplied. Bus pupils are not able to participate in organized sports because of the bussing situation. We feel quite sure that the Board would not provide special bus service after school hours for these pupils and we certainly do not approve of having our children hitch-hike home...

4. Better utilization and deployment of staff by reduction of travelling time and improved scheduling of teaching time by itinerant personnel.

4. (A). Childrens travelling time should have top priority over teachers travelling time. Not a fair exchange-
Loss of hot meal - for a bus ride, and undesirable lunch facilitges. Loss of free time at home, before and after lunch, and lunch hour-for extra worry and concern for our children, while they are four miles away, instead of close by, at school in their own community.

~~5. Larger peer group; Greater flexibility in grouping of pupils for instructional purposes.~~

5. Interaction by pupils with a larger peer group; Greater flexbility in grouping of pupils for instructional purposes.

5. (A). Larger peer groups present loss of identity and individuality. There can be too much pressure on the child to conform with the group. The double grading as you list it, is contrary to ours. We have grades 1 & 2, 3 & 4, 5 & [illegible]. You list grades 2 & 3, 3 & 4, 4 & 5. This could create a problem for the teachers as well as the pupils. ie. french.

6. Interaction by staff with a larger number of their peer groups; Greater opportunity for the sharing of ideas and development of curri[illegible]

6. (A). The staff should be in the class rooms from 9 - 12 with and from 1-3 p.m. Any interaction of staff should take place after school [illegible]

Final Point.

The enrollment for the Public School system in September [illegible] be [illegible] by at least fifteen (15) pupils from King Kirkland. These children are Roman Catholic [illegible] who feel that if their children must be bussed [illegible] town (Kirkland Lake) to attend school, they will be enrolled in [illegible] System, thus avoiding the congestion.

I'm sure the Director of Education and the superintendent of [illegible] who are very good with figures, will have to agree that the sum of [illegible] will surpass the amount hoped to save by closing our school

[illegible]
March 24, 1972.

Attention: Mr. J.R. McCarthy.

Dear Sir:

The Kirkland Lake Board of Education has passed the resolution to close the King Kirkland Public School as of June 30, 1972.

We have been told this move is because of the savings to the Board of $9,360. If the Minister's ceiling has caused this, could it be looked into for the following reasons:

1. We have a lot of low income Families in this Community and feel that our Children should be allowed to continue in their Community School, so they can come home for hot meals at noon, not carry sandwiches and be bussed 8 miles(return trip) unnecessarily each day. One Family has 8 Children in school and the mine the Father works at is closing, and to stay in the Area he must accept a job for half the salary he received. This Mother will also have to contend with 8 lunches to pack daily if our school is closed.
2. We have Children with medical problems and by sending them to Kirkland Lake, feel our Children will miss many extra days of school. If they remain here and are sick they are all within a five minute walk to their homes. If they go into Kirkland Lake the majority of us have no means of going out to get the Children if they become sick and taxi fares are $3.00 from the school to our area(4 miles). We could run up quite a Taxi bill for the Kirland Lake Board of Education as we cannot afford the transportation costs which they will force on us. (In my own case, I have a seven year old, and as I look after the Post Office, there is no way I can close up and go to get my little one if he takes sick during the day). We feel if the Children were in their own School lots of times only half a day would be lost, where as going into Kirkland Lake means loss of a full day.
3. The grade's 7&8 have been forced into Kirkland Lake schools since September, 19[illegible] They are not doing any better in their grades than they did here. Also some Parents are finding the Students are reluctant to go to school since starting into Kirkland Lake. They complain of bussing, lunch facilities, etc.(enclosed find a copy of the Children's brief presented to the K.L.B.O.E. on February 21/72.)
4. The sum of $9,360. averages out to $125.00 per Student. Is this a fair excuse for closing a School? Small Children's welfare should be considered before $ [illegible] Also, this may seem a morbid thought- but what if the bus, carrying all our small children (K-8) should have an accident? It could snuff out the young lives of all our communities children- for the sake of saving $9,360. Can you measure a child's life in $$? Our children are flesh and blood to us, not $ signs- and money won't replace them!
The Board also lists a figure which they say maintenance of our school will cost if they are to keep it open for the next few years at $6,650. (They stated a figure of $15,000.00 and then up to $18,000.00 and when we questioned this, they brought it down to $6,650.00). Even this amount is questioned by the Ratepayers, as our school is in good condition, with the exception of a few minor repairs needed.... (See Brief #2 enclosed.)
5. The Town's growth is held back by a Restriction on Buildings here. We hope to get the Dept. of Municipal Affairs to lift this by Spring and this will be our main objective as we feel we could have 50 more homes here in a very few years and have need for our School to accomodate the above. Families will not locate in an area if there is no Public School available to them. We are proud of the number of young families settling in our Community and as the Old Age Pensioners vacate their homes the young families have been moving in to fill the homes.
6. The projected enrollment is 75 pupils for September/72 at this school and we feel a hardship will be placed on families who will be forced into sending children from Grades 1-6 to school in Kirkland Lake. The Grades 1 (now in Kindergarten) will be 12 (twelve) for September enrollment so this will mean a very long day (8:20 AM --to 4:20 PM for children used to a three hour day in school.)
7. Separate Schools will gain enrollment if the King Kirkland School is closed as many of the families will support their Separate School if they have to send their children to Kirkland Lake.

We would appreciate anything that could be done on our behalf.

Yours truly,

King Kirkland Ratepayers Committee,
(per)

[illegible] of the King Kirkland Ratepayers & Voters Association [illegible]
[illegible] ourselves to the members of the board, wondering if [illegible]
will reconsider their motion of closing our school. We still feel our small school has more merit than a larger school. We feel we have not been given enough valid reasons for closing our school and bussing our children to [illegible] Lake.
* Note* (The following are the advantages of proposed orginization presented by the Kirkland Lake Board of Education, and (A) is our reply to same.)

1. All King Kirkland pupils in one school, not 3 as at present - ie. Kirkland West, King Kirkland, King George.
1. (A). All this would accomplish would be to create a greater congestion of pupils at recess and lunch hour and more baby sitting duties for the teachers. This problem could be solved by returning the Grade 7's & 8's to King Kirkland school - thus all King Kirkland pupils in one school.
2. Well stocked library resource centre with services of a trained teacher Librarian avaible for use by all pupils, and consistent with the requirements of the Department of Education Curriculum Guidelines.
2. (A). Satisfactory supply of books and resources at the King Kirkland School and easily attainable books in the class rooms.
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4. (A). Childrens travelling time should have top priority over teachers travelling time. Not a fair exchange-
Loss of hot meal - for a bus ride, and undesirable lunch facilitges. Loss of free time at home, before and after lunch, and lunch hour for extra work. [illegible] concern for our children, while they are four miles away, instead of [illegible] at school in their own community.

5. Interaction by pupils with a larger peer group; Greater flexibility in [illegible]ing of pupils for instructional purposes.
5. (A). Larger peer groups present loss of idenity and individuality. There can be too much pressure on the child to conform with the group. The department grading as you list it, is contrary to ours. We have grades 1 & 2, 3 & 4. You list grades 2 & 3, 3 & 4, 4 & 5. This could create a problem for the teachers as well as the pupils. ie. french.
6. Interaction by staff with a larger number of their peer groups; Greater opportunity for the sharing of ideas and development of curriculum.
6. (A). The staff should be in the class rooms from 9 - 12 noon and from 3 p.m. Any interaction of staff should take place after school hours.
Final Point..
The enrollment for the Public School system in September would be down at least fifteen (15) pupils from King Kirkland. These children are from Catholic families who feel that if their children must be bussed into town (Kirkland Lake) to attend school, they will be enrolled in the Separate School system, thus avoiding the congestion.
I'm sure the Director of Education and the Superintendant of Schools who are very good with figures will have to agree that the sum of $ 705 x 15 will surpass the amount hoped to save by closing our school.

[illegible]

As parents we feel sight reading is not grasped by the slow [illegible] [illegible] [illegible] school graduate, in later years, not a school dropout.

With children in the school system since 1951, we see the need of common sense methods, and the old method far out-weighs the sight reading--which is only guesswork.

We want more time spent on the basic subjects in the primary grades as they set the pattern for learning and if the child gets confused early, they lose the interest they started out with. We feel that if you cannot read, you cannot spell, and bringing [illegible] this--instead of the guesswork in today's learning or teaching habits. This is a must--if as parents we want the best for our children--which is the goal we are all working towards.

The Department of Education is adding to the confusion for the slow learner by the enlarged class size. The trend seems to be 35-1 [illegible] (10) [illegible] Many parents feel that 25-1 should be the goal of these new boards [illegible] primary grades especially.

The average time per day spent in the classroom = 5 hours = 300 minutes. This would only allow 8½ minutes (approx.) for individual [illegible] [illegible]...............

As parents, we feel the elementary school students are bein [illegible] see increased honorariums taking away from finances which should be channelled into supplies for the students. Since the new boards are [illegible] [illegible] area and in this regard are over-crowding some schools and closing [illegible]

Theyare all crying--poor--yet we, as parentsfeel the money must be made avaible for education. These are our men and women of tommorrow in the classrooms today and the majority of them will be paying into [illegible] educational facilities with less stress coming [illegible] it costs to educate these students?.......................................

KING KIRKLAND RATEPAYERS AND VOTERS
ASSOCIATION.

"Organizations
& Groups"

BRIEF #28

ETOBICOKE TEACHERS' ASSOCIATION

To: COMMITTEE ON THE COSTS OF EDUCATION

From: ETOBICOKE (ELEMENTARY) TEACHERS' ASSOCIATION

The Etobicoke educational system has gained a high reputation in Ontario through the care the Etobicoke Board of Education has taken to research and establish sound and progressive educational programs for the children of the borough. This has been accompanied by thoughtful and prudent financing which has achieved outstanding returns for the money invested in the educational enterprise.

Pupils, parents, teachers, trustees, and ratepayers take justifiable pride in the Etobicoke school system. School people in the borough have always received tremendous support from the people they serve and the trustees have been sensitive to the aspirations of their constituents and their professional teaching staff.

It is the view of Etobicoke elementary school teachers that the introduction of arbitrary budget restrictions by the provincial government will seriously affect the quality of education that our schools can provide and that our parents and ratepayers demand.

The fiscal autonomy which local school boards have historically enjoyed in Ontario has made possible the development of lighthouse school systems like Etobicoke's. In recent years, local efforts have been substantially assisted through the Department of Education's decision to delegate to local authorities a great deal of the responsibility for curriculum planning and development.

It is a major and disheartening step backward that the provincial government is taking in imposing centrally-determined financial limitations on the spending of local Boards of Education. The planning, implementation, and evaluation of imaginative school programs is impossible without the means to finance their provision, and Etobicoke ratepayers have consistently demonstrated their insistence on and support for programs of the highest quality.

The elementary school teachers of Etobicoke believe that quality education and a large degree of fiscal autonomy

are necessary concomitants. The area served by each Board of Education in Ontario has unique needs. It is the duty of elected trustees to respond to these needs; it should be their right to have access to the financial means to provide for them.

* * * *

BRIEF

TO THE McCARTHY COMMISSION

ON COSTS IN EDUCATION

SUBMITTED BY

THE ADMINISTRATION

OF THE BOARD OF EDUCATION

FOR THE CITY OF LONDON

COSTS IN EDUCATION

1. More financial recognition should be given to vocational education as it provides direct and immediate benefits to the student and society. Notwithstanding the existing weighting factors, the present grant system discriminates against vocational education. A large proportion of the population is involved in vocational occupations and the school system should provide suitable graduates to meet the needs of the vocational occupations. While it may be true that most people now entering the labour market will require retraining several times in their lifetime, the first job obtained by a person on leaving school is all important in establishing life patterns of work; and therefore, a student not wishing to proceed with further education, should have a saleable skill to offer in the labour market. Vocational education provides such skills.

2. In urban centres there appears to be an overlap in educational programs such as Adult Education Programs, Community Colleges, and local secondary school vocational and technical programs.

3. Centralization has led to the establishment of area offices of the Department of Education throughout the province. The administration and operations of these offices has helped to drive up education costs. It is noted that services provided by area offices, in many respects, are similar to those provided by local Boards or Department offices in Toronto.

4. County Boards of Education to date appear to have increased rather than decreased costs, particularly to the local ratepayers.

5. Ceilings on expenditures are restrictive and seriously curtail local school board autonomy. There should be a method whereby local Boards could increase expenditures beyond the ceilings with taxpayer support. Some of the factors used in determining ceilings and grants should be based on proposed

programs rather than solely on past experience. Adoption of such a method would permit development of new programs.

6. Little by little school Boards have been assuming more social and welfare costs for school children and adults in their community without being granted additional revenue for support. The concept of sharing the use of facilities, which has merit, is one particular area which adds directly to operating costs; i.e., recreational programs given free use of schools.

7. It is recognized that the financing of education and other municipal costs, directly through real estate tax, is reaching its limit; it is therefore necessary to find alternate methods.

8. More than one school system unnecessarily increases, and in many instances doubles, the cost of providing educational services. Consideration should be given to the merits of a single school system.

9. Some justifiable reason should be given to the public why education is being treated with expenditure ceiling techniques while other areas of provincial and municipal expenditures are not.

10. In our opinion, there is a need not only to look into and investigate the costs of elementary and secondary education but also to look into the costs of pre-school and post-secondary school education. We are particularly concerned over post-secondary education which has the highest per-student costs of all levels of education and in which only a minority of the population is able to participate. As a result of post-secondary education, the participants at the expense of the majority of the population, eventually become the highest earning group in the country. This particularly applies to professional schools.

STUDENT PLACEMENT

FOR

THE BOARD OF EDUCATION

FOR

THE CITY OF LONDON

1971 - 1972

BOARD OF EDUCATION FOR THE CITY OF LONDON

Comparison of the 1971 to the 1972
Technical Majors Placement Results

SUBJECT	STUDENTS ON ROLL 1971	STUDENTS ON ROLL 1972	NUMBER PLACED 1971	NUMBER PLACED 1972	POST SECONDARY EDUCATION 1971	POST SECONDARY EDUCATION 1972	FAILED OR DESTINATION UNKNOWN 1971	FAILED OR DESTINATION UNKNOWN 1972
AUTO MECHANICS	55	56	36	42	9	10	10	4
AUTO BODY	16	12	13	11	1	1	2	0
DRAFTING	30	34	14	13	12	18	4	3
ELECTRICITY	45	38	26	26	17	12	2	0
ELECTRONICS	52	43	18	19	22	18	12	6
GRAPHIC ARTS	14	18	13	13	1	4	0	1
MACHINE SHOP	24	16	11	12	4	4	9	0
MECHANICAL TECH.	11	7	4	3	2	3	5	1
PLUMBING	23	19	18	16	4	3	1	0
REFRIGERATION	8	10	6	8	2	2	0	0
SHEET METAL	23	16	16	15	5	0	2	1
BLDG. CONST.	67	33	49	28	10	5	8	0
INDUSTRIAL CHEMISTRY	15	18	9	9	4	9	2	0
WELDING	16	25	10	20	5	3	1	2
	399	345	243	235	98	92	58	18
			60.9	68.1	24.6	26.7	14.5	5.2

Student Placement Figures for 1971-72 covering Level 4 student graduates and Occupations students from Thames and Sir George Ross Secondary Schools.

TECHNICAL

Students on Roll..... 345		
Placed in Employment	235	68.1%
Further Education	92	26.7%
Failed & Destination Unknown	18	5.2%
	345	

OCCUPATIONS

Students on Roll..... 239		
Placed in Employment	116	48.6%
Further Education in 4 yr. program	26	10.8%
Further Education in Occupations program	38	15.8%
Failed & Destination Unknown	59	24.8%
	239	

BUSINESS EDUCATION

BOARD OF EDUCATION FOR THE CITY OF LONDON

EMPLOYMENT PLACEMENT REPORT

Subject Area	No. of Students on Roll 1971	No. of Students on Roll 1972	No. of Students Placed 1971	No. of Students Placed 1972	Post Secondary Education 1972	No. of Students Failed	Dest. Unknown
GENERAL							
Secretarial	117	117	73	90	13	3	11
General Business	133	154	81	98	28	8	20
Accountancy	46	18	18	7	6		5
Data Processing	17	15	12	10		2	3
Dist. Education	26	24	15	15	4	5	
No Certificate	39	3	6	2			1
SPECIAL ONE-YEAR							
Secretarial	16	21	12	16	1	3	1
General Business	13	5	6	2		2	1
Data Pro.	13	13	7	10		3	
TOTALS	420	370	230	250	52	26	42
PERCENTAGES			54.8	67.6	14.0	7.0	11.4

We have been unable to locate the placement records for the approximately 45 students at Laurier Secondary School. This was due to a change in Commercial Directors.

Student Placement Figures for 1971 - 72 covering Level 4 student graduates in Business Education from London Composite Schools.

Business Education

Students on Roll..... 370
(Excluding Laurier S. S.)

Placed in Employment	250	67.6%
Further Education	52	14.0%
Failed and Destination Unknown	68	18.4
	370	

LONDON BOARD OF EDUCATION

ADVISORY VOCATIONAL COMMITTEE

BUSINESS EDUCATION CREDITS--COMPOSITE SCHOOLS

	1971	1972
Wheable Secondary School	2020	1950
Clarke Road Secondary School	1826	2094
Laurier Secondary School	1425	1420
Banting Secondary School	671	679
Lucas Secondary School	941	1116
H. B. Beal Secondary School	2878	2972
Montcalm Secondary School	1458	1550
Westminster Secondary School	913	762
Oakridge Secondary School	512	523
Saunders Secondary School	691	1080
Total Credits	13335	14146
Total increase		6.08%

B R I E F

TO THE

MCCARTHY COMMISSION ON COSTS IN EDUCATION

SUBMITTED BY

MARVIN L. SHORE
CHAIRMAN

THE BOARD OF EDUCATION FOR THE
CITY OF LONDON

COSTS IN EDUCATION

Some months ago, the Senior Administration of the Board of Education for the City of London submitted what I believe was a preliminary draft Brief to the Committee on the Costs of Education. I think it should be stated that the submission had not been discussed or assessed by the Trustees of our Board prior to its submission. The report that we are now presenting is one that more or less reflects the feelings of most of our Board and its Administration. Many of the items that were included in the original submission will be included in this report, many additional observations in more detail will be made and, in some instances, items originally put forward will either be removed or expanded.

Thus it is this submission that perhaps reflects as clearly as possible today our feelings which should be expressed to your Committee, bearing in mind its terms of reference.

General

To begin, I think it should be clearly understood, Mr. Chairman, that the Board of Education for the City of London is totally aware of the concern toward the cost of public education and the very important objective of arriving at a satisfactory balance between what is educationally needed and desired and what is economically feasible. The London Board, prior to the ceiling restrictions, had already taken the initial steps to arrive at this balance.

I believe, however, that this Committee, at the outset, should be made aware that the ceilings were put on by the Ministry of Education because of what they claimed to be not only the specifically historical cost increases in education relative to other provincial services, but the fear that, if it continues, education would absorb all, or almost all, of the provincial resources.

It seems that this assumption may not be totally accurate. (This area will be expanded on later). I believe it should be pointed out that the substantial increase in costs in the past were due to a large extent to:

(a) sudden and spectacular population growth,

(b) massive building and capital works programs,

(c) extensive recruitment of professional staff and its effect on the wage and salary scale due to the supply of qualified personnel,

(d) extensive encouragement by Federal and Provincial authorities (to a great extent justifiably) for vocational grants for expansion.

Planning, assessment and cost benefits were not then priority items for local Boards, nor for provincial and federal governments.

I do believe we should digest carefully the provincial figures being put forward suggesting that, if the current trend of education spending were to continue, within 10 years, most of the Gross Provincial Product would be consumed by education. This apparently is based on straight-line projections of the past. This approach, according to recent discussions and materials I have read, may not stand the test, even if costs alone were the ultimate determining factor. Studies made, including private research, suggest that the forecasts are not necessarily correct in their statistics and that education and society are becoming, in many ways, synonymous.

Insofar as cost forecasts are concerned, it should be pointed out that, as a result of elementary school enrolment decreasing and nominal increases in secondary school enrolment, continually diminishing school construction, better control over salaries, improved planning and the use of management tools, studies have shown that the 60% level of government contribution to education could continue and that the percentage of the Provincial Budget used for education would be reduced from 23% of the budget to 16% by 1980.

Even if the Provincial government were to contribute 75% of the school costs, it would still, by 1980, reduce itself to 20%, thus making more dollars available for other provincial social priorities.

I submit that trustees in education today on balance are as publicly conscious as any elected body of their responsibilities on cost accountability. Those who may not have been certainly are now since the inception of provincial ceilings. What we are particularly concerned with is the government and, in particular, the senior civil servants in their desires purportedly to reallocate public funds, may institute unnecessary bureaucratic control over local situations, thus diminishing the ability of local Boards to meet local needs in a changing society.

Self-autonomy of local Boards must be safeguarded. I truly believe that responsible capable people will not serve on local Boards where they cannot make very substantial decisions including those of a local financial nature. There must be some degree of freedom. Overly tight budgetary controls by super authorities will frustrate local initiative. We generally agree that provincial equalization of wealth and in funding is necessary but equally important is local choice, including the willingness of local taxpayers to fund programs essential to their desires and needs. This is the continuance of the democratic process.

This approach is suggested in an independent survey recently undertaken in which a majority percentage of people felt local Boards should not be restricted totally to ceilings but should be allowed to tax for extra and desirable services. Thus this area should be more closely examined in order that guidelines may be extended to give more flexibility and power to local needs and desires.

Further, in our deliberations and budgeting, I suggest that we should look at the total local community so that not only education priorities will be examined, but also the total community priorities. Property tax,

despite its being the whipping boy it has been in the past, has a place in providing community revenue. Removing it would eliminate an effective local cost control.

Also, with the pluralistic society and the purported desire of all forms of government to emphasize expansion of the definition of education and encourage parental and citizen involvement, it seems almost totally essential to allow local communities to tax themselves within certain confines according to their desires. There is also a need for more Federal participation in the financing of education. To make this great Province of ours one homogeneous body is politically and socially irresponsible and against the wishes of its people. This is what ceilings will do as they are presently defined and constituted.

Thus, we believe the present ceiling approach is imperfect. Alternatives such as I have suggested, or which follow, should be reviewed.

Stress has been given to the cost factors. We should not lose sight of the fact that the purpose of spending education dollars is to achieve maximum education benefit; and we urge more stress be given to methods of measuring benefits of our programs.

Areas of Weakness in Present Ceilings and Some Suggested Alternatives

(1) Local autonomy generally restricted.

(2) Weighting factors - The concept is that these factors can be arrived at and will recognize community need. This concept is true only if we believe all districts should be the same.

Example: Vocational education costs are substantially higher and yet, in the grant and ceilings regulations, insufficient consideration is given to this fact.

Suggest we concentrate on an equitable distribution of wealth but local flexibility of taxation.

(3) Multi-Year Financial Planning

This must be done immediately so that local governing bodies may know well in advance roughly what may be obtained from the provincial government and what may be coming in from local taxes so that priorities may be established and proper and intelligent planning may take place.

(4) Studies should be undertaken immediately by various provincial agencies led by the Ministry of Education with a view to examining overlapping and duplication of educational facilities with the thought of closing some of these out.

(5) Total review of the effectiveness of our local offices of the Ministry of Education. In our opinion, they are not a priority item.

(6) County Boards, although in their early stages, attract, in our opinion, a better calibre of personnel, including their ability to attract talented people to run for office, resulting in an improvement in the calibre of education. Although it appears that costs have been increased by the creation of County Boards, their effectiveness should not be predetermined.

(7) The total area of what is known as Fringe areas of education should be reviewed. School Boards have been assuming more social and welfare costs for children and adults in communities. Ceiling review and recognition must be given to these factors. This is one more reason why tight local taxing authority on Boards must be eased, if a total community is to grow. Where and when do education ceiling restrictions begin and end?

(8) Consideration should be given to exploring vehicles to determine total community budget priorities and the amounts to be used from local taxation. Is this the concept upon which governments are now working? It should be the approach for local governments and, until such time as this is done, true savings and maximum utilization of local resources will not take place.

(9) The concept of one panel should be more directly considered in the grant and ceiling process, so that an integrated K-13 program is truly effective.

(10) The necessity for Grade 13 should be examined closely. This could be a major source of saving.

(11) We should be aware of certain increased costs in the education budgets caused by

(a) the requirement for elementary school teachers to have B.A. degree.

(b) future heavy expenditures for employee benefits to cover sick leave benefits and retirement gratuities and allowances over a period of 10 to 20 years. Funding procedures for these must be found.

(12) Methods must be found for local Boards to receive any balance owing on grant monies after receipt of the audited financial statement.

(13) We are not in a position to speak at this time on the concept of more than one school system and its merits and demerits as was suggested in the original brief of our Administration.

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ONTARIO GEOGRAPHY TEACHERS ASSOCIATION

30th March 1972

Dr. J. R. McCarthy,
Ontario Department of Education,
Suite S-944,
252 Bloor St. West,
Toronto 181, Ontario.

Dear Doctor McCarthy:

Whereas the nature of Geography is a study of man's relationship to his environment and whereas, the very essence of the discipline is based on a synthesis, it is essential that the subject be given high priority in today's curriculum.

The popularity of the subject attests to the recognition of the fact that geographers are developing highly desirable and useful skills and are one of the few areas in teaching, trained in the synthesis method of perceiving and drawing conclusions from a variety of relationships.

The Province of Ontario has developed as a leader of geography teaching and research (often called foremost in secondary school education in North America - the World Geographic Congress will be held in Canada in 1972, the National Council of Geographic Education will be hosted in Toronto in 1975). This leadership position is respected by other provinces and states.

Geography well taught must involve first-hand experience in the field - obtaining soil samples, constructing a weather station, travelling through diverse physiographic regions, visiting a beef feedlot with the local agricultural representative. Experts from governments, business and the community are being brought into the schools for full day seminar sessions, organized by local program co-ordinators. Expense allowances are paid for by the local Board.

The Geography Association at the 3RD Annual Social and Environmental Conference, March 20th and 21st, at the Ontario Institute for Studies in Education, presented a superb programme of workshops and panel sessions aimed at sharpening teacher skills. The second annual conference was forced to cancel out in May 1972, as dwindling applications due to Board cutbacks required withdrawal.

Geographers have been effectively presenting programs in the currently popular fields of urban problems, ecology, population growth, and planning for two decades. The expansion of outdoor education programs has substantially involved the geographer in many fields, such as, orienteering, surveying, stream and forestry study.

Rec'd. Apr. 4/72

The use of a large variety of teaching aids is required in programs of independent study - topographic maps, compasses, alidades, cameras, tape recorders, overhead projectors, stream tables, geological specimens.

The necessary allotment of funds is essential. Therefore, to provide a variety of resource materials, a variety of student experiences and opportunity for acquainting the teaching body of methodology useful in achieving the goals of geography which are of paramount importance in any well rounded education.

Respectfully submitted,

D. A. Davidson

D. A. Davidson, President,
Ontario Geography Teachers Association.

DAD/EQ

THE TORONTO SYMPHONY

BRIEF TO

COMMITTEE ON THE COSTS OF EDUCATION

1971 - 1972

I N D E X

INTRODUCTION

The Toronto Symphony, now celebrating its 50th Anniversary, is pleased to be able to submit the following report on its educational programs and their costs. We hope, that although we will present these programs in a factual manner, that they will be viewed not only from the dollar and cents point but in the light of a growing Canadian culture. In a society which is rapidly becoming more complex, educational authorities must turn to experts wherever possible, to assist in the demonstration of what each of the many areas of endeavour hold for the student.

Music is one such area which holds rather a unique position in the educational system. Musical knowledge and appreciation cannot only lead to a career but can prepare a student for years of leisure enjoyment. It is also a subject which will ultimately develop for us, in Canada, a culture of our own. The extent to which the ground work has been laid can be seen here in Canada. There are 24 orchestras in this province, members of the Ontario Federation of Symphony Orchestras. This compares with 3 orchestras in the province of Quebec. Music is certainly valued throughout this province and you can now see this in the schools.

Over the last few years there has been an enormous increase in the number of young people taking part in bands, orchestras and choirs. Music performances have begun to improve in quality and vitality. While these improvements have taken place, the student musicians' general education has been undergoing great changes. Open plan learning activities and new curricula are some evidences of internal changes in the school system and its approach to learning.

Charles Weingartner, talking of the revolution in teaching, says what students need to learn most in school is how to learn. This is the major emphasis of all the new curricula - the emphasis is placed on the how of learning, rather than the what. Without understanding the concept, without being involved in the process of discovery, without developing and exploring that concept in many ways, yourself, you are only reproducing non-meaning material. If the ideas are to have relevance and transfer value, then it is the generative idea and the principle behind the experience that is important.

The education wing of The Toronto Symphony has been primarily directed by The Toronto Symphony Junior Women's Committee. Over the past years these programs, along with ones directed by The Toronto Symphony office, have been co-ordinated by an Education Committee with a chairman who sits on our Board of Directors.

We have endeavoured to give a full range of experience to the potential music student, to involve him in the personal experience of appreciating good music by bringing first class musical programmes into the elementary schools in Metropolitan Toronto. We offer music programmes which now reach children from ages 5 to 18. These involve a cost to those who participate in them, either on a direct basis, or through a local board of education.

PROGRAMMES

SYMPHONY STREET

"Symphony Street", making use of individual symphony musicians, is aimed at the 5 - 7 year age group. Presented through the library boards of Metro Toronto in the initial year of this program, 8 concerts were presented in the libraries of Scarborough, North York, and Toronto. This year, this series is experiencing difficulty due to lack of funds although interest is high.

"Symphony Street" presents a musician to an audience of children ranging from 40 to 60 in number. In a period of 45 minutes the musicians present a variety of music and styles of playing. This presentation is available as a package of 2 back-to-back concerts for $51.00. The per child cost can therefore range from 43¢ to 64¢.

CHILDREN'S SATURDAY MATINEE

The next program in our educational division is the Children's Saturday Matinee. These are full symphony concerts at Massey Hall aimed at those students in grades 1 through 6. Parents and their children receive information on this series each fall through dodgers sent to the Metro public schools. Those who are interested, subscribe directly to The Toronto Symphony office. This program presents 4 concerts, each of 1 hour duration, with a special repertoire selected and narrated by the Symphony's Youth Conductor. A series of 4 concerts costs $6.00, which means the per student cost per concert is $1.50. This series has been so successful in the past that we now present 2 identical series of 4 concerts. This series, as part

of our educational program, is subsidized by The Toronto Symphony's Board of Directors as the ticket price of this series does not come close to covering the cost of a 100 man orchestra.

MUSICMAKERS

"Musicmakers" employing one musician performing in the classroom is aimed at the children in the kindergarten to grade 3 level. The program is a one-hour (minimum) concert and this is broken down into two, half-hour programs for 2 separate classes. During the program, the musician explains his instrument, taking it apart where possible, to show various parts, allowing the children to feel the vibrations in the case of strings, or the flow of air in the case of woodwinds etc. The program is receiving excellent support from the school boards and in some cases is supported by local Ratepayers' Associations or Home and School Associations. The cost of this program is $51.00 for the 2 back-to-back half-hour concerts. The per student cost can, therefore, range from 43¢ to 64¢, on the basis of 40 to 60 being in each class.

PRELUDE CONCERTS

"Prelude Concerts" make available professional musicians of The Toronto Symphony, providing a first class concert being both educational and entertaining, while maintaining an informal atmosphere. The concerts take place during regular school hours and are approximately one hour in length. Preludes cater to students in grades 4 to 6, presenting a string quartet for grade 4, a woodwind quartet for grade 5 and a brass quintet for grade 6.

The total output in "Prelude Concerts" in 1970-71 was $40,224.00. This can be broken down as follows:

Toronto Board of Education	107 programs	$17,811.00
Scarborough Board of Education	40 programs	7,524.00
East York Board of Education	7 programs	1,320.00
Metro Separate School Board	30 programs	5,362.00
North York Board of Education	40 programs	7,678.00
Toronto Teachers' College	1 program	176.00
United Synagogue Day School	1 program	176.00
Havergal College	1 program	176.00

The timetable keeps 12 ensembles or 47 musicians employed. The cost per concert is $176.00 for a quartet, per one-hour concert and $220.00 for a quintet, per one hour-concert. Each concert can reach between 150 and 200 students. This results in a per student cost ranging from 88¢ to $1.17 for a quartet.

The above listed educational authorities have seen the value of "Prelude Concerts" but some have been forced, this year (1971-72), to cut back their programs due to a lack of funds. We feel this restricts the availability of this learning experience for the student. We are especially concerned when the per student cost is quite low.

PUBLIC SCHOOL CONCERTS

The Toronto Symphony presents Public School Concerts which are aimed at those students in grades 7 and 8. These concerts are presented annually at Massey Hall in the last 2 weeks of November. The 19 one-hour concerts are sold to the various Boards of Education in Metropolitan Toronto. The programs are prepared by the Youth Conductor of The Toronto Symphony in consultation with the

music directors of the various Boards. The concerts are narrated by the conductor and each borough music department, in advance of the concert, prepares program notes for their students. The object of this series is to present a full symphony orchestra and live classical music to every grade 7 and 8 pupil.

The cost to the School Board is $2,500.00 per concert (*). Massey Hall will accommodate a maximum of 2,500 students (**) so that the per pupil cost is $1.00 (***). This is another segment of our educational program which our Board of Directors feels is most important in our service to the community. Therefore, we subsidize these Public School concerts to the amount of nearly $28,000.00.

Those Boards of Education which have taken advantage, in the past year, of our Public School Concerts are:

East York Board of Education	786 students	$ 707.40
Metro Separate School Board	1449 students	1,304.10
North York Board of Education	4 concerts	8,000.00
Peel County Board of Education	1044 students 1 concert	2,939.60
Scarborough Board of Education	6 concerts	12,000.00
Toronto Board of Education	5 concerts	10,000.00
York Board of Education	90 students 2 concerts	2,648.00

All figures based on 1971-72 rates of $2,000.00 per concert and 90¢ per seat.

* New rate for 1972-73 concerts

** Massey Hall holds 2765, but in order that all students can see, we restrict the attendance at each concert.

*** Smaller jurisdictions can purchase seats within a concert for $1.15.

STUDENT CONCERTS

Our programs to students continue in the Secondary School milieu. The Toronto Symphony Student Concerts are presented 5 times a year on a Thursday evening at 7:30 p.m., in Massey Hall. The programming of these concerts is done by the Youth Conductor in consultation with the Music Directors of the various boards of education. The Student Concert has a regular 2-hour length program. Works presented expose the high school student to the major works in the classical repertoire with an emphasis on Canadian soloists performing them.

An opportunity has been provided for high school students to perform with the orchestra on the stage of Massey Hall. In 1970, the Lawrence Park Collegiate Choir received this honour. In 1971, the North Toronto Collegiate Orchestra gained this opportunity and in May of this year, North Toronto's Band, will perform in Tchaikovsky's "1812" Overture.

In the past we have held competitions to select young soloists in piano and violin to join the symphony in the presentation of these Student Concerts. Many of our programs include a Canadian composition. Tickets are made available to the high school student through the music teacher. The Symphony office provided all music teachers with a 29 page booklet of study notes for the major works presented in our current season (1971-72).

This series of 5 concerts is offered at $8.00, or a cost per student of $1.50 per concert. Student Concerts are subsidized by The Toronto Symphony. The present attendance for this subscription series is approximately 1700 students. This means we are subsidizing these concerts by the amount of $22,000.00.

SYMPHONY WORKSHOP

In addition to our Student Concerts, a new program is being organized in the Secondary School area. "Symphony Workshop", although still in the planning stage, is expected to be similar to the "Prelude Concerts". This will offer more informal and intimate concerts for the high school student. The cost per pupil will be similar to the Preludes, ranging from 88¢ to $1.17.

The Toronto Symphony's home is Metropolitan Toronto and so we endeavour to serve this area with our educational programs. We also make available complimentary tickets to the disadvantaged. In this connection, 800 complimentary tickets for our Student Concerts were given out. Close to a similar number have been dispersed for our Saturday Children's Matinee.

We are constantly approached by schools outside of Metropolitan Toronto who wish to attend our concerts. We endeavour to accommodate them. Discounts on already low ticket prices are arranged. Schools from the Peterborough area have attended our Public School Concerts. It is interesting to note that Peel County has joined us for the Public School Concerts in this past year.

CONCLUSION

If any single characteristic of the new education stands out, it is probably the change of emphasis from being instructed, to being placed in situations where you can learn for yourself. Through the visual and personal contact with the musicians themselves, children are encouraged to pursue the creative side of music more actively. Young people deserve experiences in music. They should be allowed to have that alive feeling that comes with the excitement of discovery and a sense of adventure, without which education is not possible.

In seeking expression, for music is a language, the child deepens his perception. As a language, music should be available to everyone - exposure should begin in the elementary schools with the young who are so eager for knowledge and experience. We can see a reduction in funds available to the school boards and, therefore, fewer students have an opportunity for the music and life experience our programs and similar programs offer. We are naturally concerned over this apparent situation. We feel that our per student cost of our programs are within reason and we are offering a valuable learning experience for the student. Only through an education which offers motivation and nurtures a student's natural sense of exploration, can we have a whole human being and a balanced vibrant society.

Submitted By:

The Toronto Symphony
Education Committee

Mrs. W. D. Heintzman
Chairman

[illegible] After that his own development [illegible] has the potential to help [illegible] himself [illegible]

For [illegible], P. J1 Curriculum Guides and the [illegible] of the Department of Education in New Brunswick are consistent [illegible] "child-centered approach".[1] They recognize too that "no two [illegible] alike", and that their differences "must be taken into account [illegible] the progress of children in school."[2] The members of our association find this child-centered, flexible approach to be quite appropriate to [illegible] of the children we serve.

If Department officials really are concerned about [illegible] becoming equipped "to live in a democratic society", then they [illegible] see to it that those children who come to us least prepared to do so [illegible] do receive the most help. It follows that children with learning [illegible] or emotional problems or social problems (or all three) must receive [illegible] than their share of the available resources. Let us see if this is [illegible] the case.

A simple review of the school career of a "slow learner" and a "bright" child serves as a useful comparison. Let us suppose that the "slower" child spends one extra year in elementary school while his brighter counter-part spends one less than the usual number of years. The slow learner then completes a two year course in high school and drops out; the brighter child continues through a four year university program before seeking employment. The following chart roughly indicates the amount of money spent on each child in terms of the 1971 figures for Recognized Ordinary Expenditure (R.O.E.).

	'Slow Learning Child'		'Bright [illegible]'
Elementary School (R.O.E. $[illegible])	10 years	$5450	8 years
Secondary School (R.O.E. $[illegible])	2 years	$2120	5 years
University (equivalent grant approx. $2700)	nil	nil	4 years
Total		$7570	

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[1] P. J1 Interim Revision Introduction and Guide, page 2
[2] Ibid, page 10

In terms of the objectives expressed by the Department, we expected that the slow learner would receive the larger share of the resources but, in fact, the opposite is true. Obviously many variables have not been considered and perhaps some of these would bring these figures closer together. If the 'slow' child is enrolled in a Special Education class his share of the resources will increase. Similarly, the new weighting factors of the department's grant structure will assist some such children. On the other hand, if we consider building costs as well as ordinary expenditures we will find a significant difference in favour of the higher levels and the bright children who reach them. A second factor which increases the imbalance and which is considered significant by educational economists is foregone earnings. They would be very low for the slow learner who leaves school at 17 but quite significant for the bright child who is in school an extra five years.

These figures may not be accurate, (they are probably modest), but they clearly indicate an inconsistency between what the Department is saying and what it is doing. Those children who need the most help from us are receiving the least. They are the same children who will make tomorrow's crime and welfare statistics. If this neglect continues, these problems will become over-whelming as they already have in many parts of the United States.

Children with problems, so often the children of the poor, receive such a small share of the education tax dollar because they leave school so much sooner than other children. The solution would seem this to be one of keeping them in school longer. There are several difficulties with this. The most obvious is that schools have traditionally expected children to adapt to the middle class school environment rather than adapting themselves to the child's needs. This traditional error is being gradually corrected, but institutions change slowly and this adjustment will take longer than we can afford to wait. A more obvious solution is to start such children to school at an earlier age. Of course few would be ready for formal work, but the emphasis on language and on social skills that could be provided would be invaluable. It is our opinion that encouragement must come from the Department of Education for the establishment of classes for three and four year olds in areas of need. It must be the Department's initiative because the poor parts of certain cities, (including Kingston), are not represented on Boards of Education and board members do not seem to understand the problems of such areas.

The Ontario Government's encouragement of day care centres is a step in the right direction but is hardly adequate. Such centres serve only a small fraction of a city's needs and are no significant help to the rural poor. We suggest instead more comprehensive programmes of early childhood education administered by school boards under guidelines set down by the Department of Education. The benefit of such programmes would be far more widespread. Also, school boards are in a position to make use of space in elementary schools that is already available because of decreasing enrolments.

Also essential is the provision of sufficient monies to Boards of Education to enable them to provide adequate programmes at the elementary and secondary levels for all children. The weighting factors introduced this year for the general legislative grants are again a step in the right direction but again are far from adequate.

We hope that the submission of this brief will help in some small way in our mutual effort to provide equal educational opportunity for all of Ontario's children.

Thank you for your consideration.

[illegible]

[illegible]

The P.L. II Curriculum themes and the Position Paper on Education in New Dimensions are [illegible] a child-centered approach.[1] They recognize the child "as the [illegible] model" and that their differences "must be taken into account [illegible] the progress of children in school".[2] The members of our association [illegible] this child centered, flexible approach to be quite appropriate to [illegible] of the children we serve.

If department officials really are concerned about [illegible] becoming equipped "to live in a democratic society", then they [illegible] be it that those children who come to us least prepared to do [illegible] who receive the most help. It follows that children with [illegible] or emotional problems or social problems (or all three) need [illegible] than their share of the available resources. Let us see if this [illegible] is case.

A simple review of the school career of a "slow learning" [illegible] "bright" child serves as a useful comparison. Let us suppose [illegible] slower child spends one extra year in elementary school while his [illegible] counterpart spends one less than the usual number of years. [illegible] learner then completes a two year course in high school and [illegible] brighter child continues through a four year university program [illegible] seeking employment. The following chart roughly indicates the [illegible] money spent on each child in terms of the 1971 figures for Recurrent [illegible] Ordinary Expenditure (R.O.E.).

	"Slow Learning Child"		[illegible]
Elementary School (R.O.E. $[illegible]5)	10 years	$[illegible]	[illegible]
Secondary School (R.O.E. $2060)	2 years	$2120	[illegible]
University (equivalent grant approx. $1700)	nil	nil	[illegible]
Total		$[illegible]	

In terms of the objectives expressed by the Department, we expected that the slow learner would receive the larger share of the resources but, in fact, the opposite is true. Obviously many variables have not been considered and perhaps some of these would bring these figures closer together. If the 'slow' child is enrolled in a Special Education class his share of the resources will increase. Similarly, the new weighting factors of the department's grant structure will assist some such children. On the other hand, if we consider building costs as well as ordinary expenditures we will find a significant difference in favour of the higher levels and the bright children who reach them. A second factor which increases the imbalance and which is considered significant by educational economists is foregone earnings. They would be very low for the slow learner who leaves school at 17 but quite significant for the bright child who is in school an extra five years.

These figures may not be accurate, (they are probably modest). but they clearly indicate an inconsistency between what the Department is saying and what it is doing. <u>Those children who need the most help from us are receiving the least.</u> They are the same children who will make tomorrow's crime and welfare statistics. If this neglect continues, these problems will become over-whelming as they already have in many parts of the United States.

Children with problems, so often the children of the poor, receive such a small share of the education tax dollar because they leave school so much sooner than other children. The solution would seem very to be one of keeping them in school longer. There are several difficulties with this. The most obvious is that schools have traditionally expected children to adapt to the middle class school environment rather than adapting themselves to the child's needs. This traditional error is being gradually corrected, but institutions change slowly and this adjustment will take longer than we can afford to wait. A more obvious solution is to start such children to school at an earlier age. Of course few would be ready for formal work, but the emphasis on language and on social skills that could be provided would be invaluable. It is our opinion that encouragement must come from the Department of Education for the establishment of classes for three and four year olds in areas of need. It must be the Department's initiative because the poor parts of certain cities, (including Kingston), are not represented on Boards of Education and board members do not seem to understand the problems of such areas.

The Ontario Government's encouragement of day care centres is a step in the right direction but is hardly adequate. Such centres serve only a small fraction of a city's needs and are no significant help to the rural poor. We suggest instead more comprehensive programmes of early childhood education administered by school boards under guidelines set down by the Department of Education. The benefit of such programmes would be far more widespread. Also, school boards are in a position to make use of space in elementary schools that is already available because of decreasing enrolments.

Also essential is the provision of sufficient monies to Boards of Education to enable them to provide adequate programmes at the elementary and secondary levels for all children. The weighting factors introduced this year for the general legislative grants are again a step in the right direction but again are far from adequate.

We hope that the submission of this brief will help in some small way in our mutual effort to provide equal educational opportunity for all of Ontario's children.

Thank you for your consideration.

Mr. J. R.McCarthy,
Executive Director,
Committee on Costs of Education,
Room S-944, 252 Bloor St.W.,
Toronto, Ontario.

Dear Mr. McCarthy:

In response to your invitation to the public to provide information and comments on the various aspects of school programmes, Area 5 Frontenac County hereby presents the following brief. Please note that this submission is limited to elementary school programmes.

Enclosed you will find the entire 'packages' which was circulated among 1,290 families in our survey area. We feel that this brief is self-explanatory.

You will note that the questions in Group A are subjective and can be answered without any detailed knowledge of the educational programmes available in the County. The numerical results obtained from these questions are not precise to several decimal places, but rather indicate trends in thinking.

The numerical values of the questions in Group B are probably of less significance, but the comments they have provoked should certainly be of interest to educators.

It is our hope that this survey will be of some interest to you in determining future policy.

Yours truly,

To: The Executive Director,
Committee on the Costs of Education,
Room S.944,
252 Bloor Street West,
Toronto 181, Ontario.

From: The Frontenac County Board of Education,
Aims and Objectives Committee for Area 5

Re: Submission to the Committee on the Costs of Education in the Elementary and Secondary Schools of Ontario.

This Committee wishes to make known to the Committee on the Costs of Education in the Elementary and Secondary schools of Ontario its concern lest the quality of education in this province be adversely affected by the implementation of provincial ceilings on the expenditure of local boards.

Its members would wish to eliminate all wasteful or extravagent expenditure and any duplication of services which may exist in the educational system. They feel that urgent and determined action should be taken to ensure that this is done. However, they would not consider that economy should be achieved at the expense of the quality of education delivered to the student in the classroom. In particular, they fear that continued severe restriction of spending will inevitably result in an unacceptable deterioration of the pupil-teacher ratio.

The importance attached by the committee to this matter is supported by the results of a questionnaire sent to the parents of children in six elementary schools in this area. Seventy-one per cent of the families to which it was circulated completed the questionnaire. Of these, 71.2% regarded the maintenance of a good pupil-teacher ratio as a high priority in educational spending.

/sm
March 13,1972.

TELEPHONE: AREA CODE 613 — 546-1151

Frontenac County Board of Education

329 JOHNSON STREET
P.O. BOX 610
KINGSTON ONTARIO

March 20, 1972.

To: Members, Area 5 Local Education Committee

Attached is the statement as prepared by Mrs. Surridge of R.G. Sinclair to be sent to the Committee on the Costs of Education (as agreed upon at our last meeting).

Since that time, Mrs. Ghent contacted me to suggest that we also send the recent questionnaire and summary of comments which she has prepared. These have been reproduced and are also attached.

Our original plan was for members to read Mrs. Surridge's statement and mail or call in to my office any suggestions for changes.

It occurs to me, however, that if we come to our March 28 meeting at J.R. Henderson prepared to make suggested changes, and to decide whether or not to forward the summary of budget comments as well, a final draft could be typed the next day and sent to the Deputy Minister's Committee in time to meet the March 31 deadline. I hope that this change is acceptable.

Hopefully we will spend only a few minutes on this topic March 28 so that the bulk of our time can be spent in discussing "Frontier I" (Basic Discussion Draft of the Philosophy ...).

B.W. Mather,
Area Superintendent.

BWM*lw

QUESTIONNAIRE (to be completed by parents)

In 1970 the Minister of Education announced that ceilings would be placed on expenditures for education purposes by all Boards of Education across Ontario.

All Boards must operate within the 1972 budgets. The Frontenac County Board of Education must therefore assess its priorities, and provide, first, the programs which are considered most imperative within these provincial ceilings. To this end, assistance from parents throughout the County is requested, by the Board of Education.

Listed below are the services, facilities, and programs which ideally should be provided throughout the County of Frontenac.

You are invited to check the importance, high, medium or low, which you attach to these programs, as presented in our elementary schools. Please check in the space provided and return the form with your child by February 21, 1972.

Please feel free to add any comment, signed or not, on an extra page.

Would you please state the ages of your children attending elementary school at present?_____

Your co-operation and attention will be greatly appreciated in this matter. The Board is anxious, and interested in direction from its prime consumers.

Yours truly,

Mrs. R. Alison Ghent
Frontenac County Aims and
Objectives Committee

To the Principals of Public Schools, Area #5

The following proposals were passed at the Frontenac County Aims and Objectives Committee Meeting held February 1, 1972, at Collins Bay Public School:

1. That an explanatory letter and a list of possible programs and services offered in the elementary schools in Area 5 be circulated to parents for their consideration as outlined.

2. That the schools note the number circulated (one per family) and make every effort to regain same. That the task be completed by February 21st, 1972.

3. That a marking scheme be circulated to the participating schools, so that the results collected will be significant.

4. That a Volunteer Committee from each school compile the results as directed, and forward them by February 23, 1972, to Welborne Avenue Public School.

5. That a brief be prepared by representatives and presented to the next meeting of the Aims and Objectives Meeting on February 29, 1972, at Elginburg Public School, and then forwarded to the Frontenac County Board of Education, for their consideration.

The object of this exercise is to acquaint the parent with the acute problem facing educators, and to let him know he is represented. Further, the Board of Education is genuinely interested in a large sample feed-back which this survey can provide.

Your participation in this scheme would be greatly appreciated.

A sample letter will be sent to you, and if you see merit in the plan, would you please follow the above proposals 1 to 4.

A marking scheme will be forwarded to you directly.

Yours truly,

(Mrs.) R. Alison Ghent
Frontenac County Aims and
Objectives Committee

NOTE: If you would like copies of the questionnaire for distribution - Welborne Avenue Public School will provide sufficient copies for your needs, in return for paper and ink, as the stencils are prepared. (389-0188)

PROGRAMS AND SERVICES

GROUP A

High	Medium	Low	
____	____	____	Junior Kindergarten for 4 year olds.
____	____	____	Kindergarten for 5 year old.
____	____	____	Oral French for pupils - grades 5 to 8.
____	____	____	Oral French for pupils - grades 2 to 8.
____	____	____	Home Economics - cooking and serving for girls - grades 5 to 8.
____	____	____	Industrial Arts - shop work, woodwork for boys - grades 5 to 8.
____	____	____	Instrumental Music - group music lessons for interested pupils - grades 5-8 (instruments supplied).
____	____	____	Instrumental Music - group music lessons for interested pupils - Grades 2-8 (instruments supplied).
____	____	____	Library - resource centre facilities (Reference books, films, educational T.V.)
____	____	____	Media Services - Projection Equipment, films, filmstrips and non-print materials -for individual school use.
____	____	____	Physical education - teachers and facilities (gymnasiums, rink maintenance, baseball equipment, swings, etcetera).
____	____	____	Conservation programs and trips - in conjunction with science courses.
____	____	____	Special classes for physical, emotional, and learning impairments.

PERSONNEL AND SUPPLIES

Group B

High	Medium	Low	
____	____	____	Capital Expenditures - new school buildings or additions to existing buildings.
____	____	____	Instructional supplies - text books, paper, etc.
____	____	____	Custodial Services - Janitor service and maintenance.
____	____	____	Teacher-Librarians - Personnel capable both in class work and as librarians.
____	____	____	Teacher-Pupil ratio: Classes not to exceed a specific number of pupils as dictated by the Department of Education for Ontario.
____	____	____	Professional Development: Conferences, Workshops, Seminars, etcetera — to keep teachers up to date on teaching methods.
____	____	____	Resource Personnel: Visiting lecturers and teachers - Use of Secondary School personnel Use of local personnel.
____	____	____	Secretarial assistance: Adequate secretarial help, to free teachers to teach.
____	____	____	Transportation - Bus Service - provided free for pupils beyond specified distances.

TO THE PRINCIPALS OF ELEMENTARY SCHOOLS - AREA #5

Enclosed please find a marking scheme for the questionnaire which has been circulated under the auspices of the Frontenac County Aims and Objectives Committee.

It is suggested that the answers to the returned questionnaire be checked off in the boxes as follows:

~~IIII~~ ~~IIII~~ II
T= 12

Would you please indicate:

(a) Number of questionnaires circulated _____

(b) Number of questionnaires returned and marked _____

Please return the results to Welborne Avenue Public School before February 23rd.

Thank you for your co-operation in this matter.

PLEASE NOTE: A letter summarizing the results of this survey of Area #5 will be sent to you, which I hope will prove to be of some interest.

Yours truly,

R. Alison Ghent,

Frontenac County Aims and Objectives Committee

Feb. 18, 1972

QUESTIONNAIRE RESULTS

	Sent	Reply	%
Henderson	338	270	80
Sinclair	172	131	76
Welborne	305	208	68
Bayridge	240	176	73
Sunnyside	100	63	63
Collins Bay	135	67	50
	1290	915	

Area Schools not participating

Holsgrove

Cataraqui

Elginburg

Area schools not participating had their meetings of their own.

Possible replies 1290

Actual replies 915 or 71%.

GROUP A

PROGRAMS AND SERVICES

Program or Service	High Priority	Medium Priority	Low Priority
Junior Kindergarten for 4 year olds	7.2 % T=	13.6% T=	74.5% T=
Kindergarten for 5 year olds	77.7 T=	16.2 T=	4.0 T=
Oral French for pupils, grades 5 to 8	51.1 T=	25.3 T=	15.8 T=
Oral French for pupils, grades 2 to 8	39.6 T=	21.9 T=	34.3 T=
Home Economics, cooking and sewing for girls, grades 5 to 8	34.9 T=	35.0 T=	27.8 T=
Industrial Arts shop - for boys grades 5 to 8	37.7 T=	37.2 T=	22.4 T=
Instrumental Music - gr. 5 - 8 (Instruments supplied)	31.0 T=	36.7 T=	28.4 T=
Instrumental Music gr. 2-8 (Instruments supplied)	17.8 T=	25.2 T=	52.6 T=
Library-Resource centre facilities films, educ. t.v.	81.9 T=	14.0 T=	2.2 T=
Media Services Projection Mater. films, etc. for individual schools	39.2 T=	41.4 T=	15.3 T=
Physical education gyms, rinks, etc.	68.9 T=	25.8 T=	3.2 T=
Conservation programs & trips with science courses	40.5 T=	44.6 T=	12.0 T=
Special classes for physical, emotional & learning impair.	70.1 T=	21.5 T=	6.1 T=

The numbers are percentages.

GROUP B PERSONNEL AND SUPPLIES

Personnel or Supplies	High Priority	Medium Priority	Low Priority
Capital Expenditures new school buildings additions to existing bldgs.	29.2 T=	40.5 T=	24.2 T=
Instructional supplies - text books, paper, etc.	64.2 T=	27.1 T=	5.7 T=
Custodial service and maintenance	48.5 T=	39.7 T=	7.4 T=
Teacher-Librarian personnel, capable in class and library	43.2 T=	36.9 T=	16.5 T=
Teacher-Pupil Ratio, classes not to exceed a specified No.	71.2 T=	16.2 T=	4.9 T=
Professional Development Conferences, workshops, seminars, etc.	43.3 T=	36.7 T=	15.1 T=
Resource Personnel visiting lecturers, s.s. personnel local personnel	25.7 T=	43.7 T=	26.2 T=
Secretarial Assistance - to free teachers to teach.	44.6 T=	38.8 T=	1.2 T=
Transportation - free for pupils beyond specified district	43.3 T=	27.1 T=	16.4 T=

The numbers are percentages

BRIEF from the

ONTARIO ASSOCIATION OF ARCHITECTS

to the

COMMITTEE on the COSTS of EDUCATION

in the ELEMENTARY and SECONDARY

SCHOOLS of ONTARIO

March 30, 1972

INTRODUCTION

The Council of the Ontario Association of Architects is pleased to submit this brief believing that a part of the Committee work will probably include an examination of the capital and operating costs of school buildings.

At a time when many citizens of this Province are concerned with the burden of taxation placed upon them by various levels of government, it is only proper that this Association should comment on the cost of buildings provided to house educational functions.

It seems that over the past few years undue emphasis has been placed on the building cost portion of education budgets. Nevertheless, it is true that savings on any part of education costs contribute to the total reduction of costs, which hopefully is reflected in the ultimate saving to the taxpayer.

Believing it is in the public interest that the necessary school buildings be secured at the lowest market cost, the Ontario Association of Architects submits the observations which follow.

BUILDING COSTS AS PART OF THE WHOLE

At the outset, we must place building costs in their proper relation to the whole. Although the percentage of total will, depending on need, vary from Board to Board across the Province, it is generally true that building costs seldom exceed ten per cent of the total education bill, and more often than not, lie in the area of seven or eight per cent. It is therefore clear that only savings which are major in that rather small portion of the budget, (capital costs - buildings,) can affect in a serious way the total end cost to the taxpayer.

INITIAL COSTS

It should further be recognized that the initial cost of buildings is really a small part of the life cycle cost, and therefore, initial costs have to be weighed carefully against the lifetime maintenance and operational costs. It is often the question of initial costs which appears to the public to be the most apparent subject to question. The public finds it difficult to come to grips with other aspects of educational spending such as salaries and administration costs. This problem is further complicated because the initial cost of buildings is directly tied to the total ability of the municipality to debenture. Finally, the buildings are there to see, and are the most easily identifiable subject for critical analysis.

RESPONSIBILITY OF LONG TERM OWNERSHIP

Although school building costs are easily identifiable aspects of School Board operations, it is also an easily misunderstood aspect. What is not readily recognized by the public is that School Boards, as opposed to many other groups, are in the business of long term ownership. It is this single fact that the Boards have to come to grips with as part of their long term responsibility for the operation and maintenance of school buildings. Judicious attention to the initial quality of materials related to "cost on use" will have a great deal to do with costs incurred later to maintain the building to acceptable standards.

IMPACT OF EDUCATIONAL INNOVATIONS

It has often been said that the average citizen is inclined to measure education by his own experience, which tends to place his evaluation of "things educational"

a generation behind the current situation.

The public is further confused by the fact that it is only during the past few years that rather revolutionary innovations have become the norm in school programs. It has become obvious that each school has its unique requirements which vary greatly, not only from county to county, but also within a single community. Innovations have required fundamental changes in school planning, and the type of space necessary to meet school functions properly.

In these circumstances one of the factors which may be affecting the cost of school buildings is that some school building clients do not seem capable of, or even interested in, coming to grips with the real needs. Present technology permits the building to be designed to meet virtually any eventuality and it also reduces the necessity of making 'hard' decisions on program. With a wide range of choices open, ingenuity in use of already existing, but 'inadequate space', is no longer considered a virtue.

All these factors and pressures have produced the so often heard comments referring to school buildings, such as: 'frills', 'palatial', 'quality', 'extravagance in cost' and others.

NEED FOR PROGRAMMING

We must cite here our disapproval of what seems a rather casual approach of the entire educational system toward the essential, but seldom employed, technique of careful analysis of activities, functions and operations of building users as determinants of building needs.

Preparation of "educational specifications", i.e. school building programming, is a rather efficient tool available to Boards to determine the true and real needs, avoid duplication and overbuilding and ensure full and proper utilization of both existing and proposed facilities. It is important to note that the architect, as the professional, is responsible

for translating the needs into built facilities and must participate in the process from the earliest possible time in order to effectively achieve the greatest cost-benefit.

No amount of "cost-cutting" can ever begin to compare with the effectiveness of programming in this regard - least of all, the dangerous experimentations with contractual methods.

THE ROLE OF GOVERNMENTS

Regrettably, Governments encourage enough examples of extravagance to give some credibility to the public criticism of cost of school buildings. During the period when all of the cost, and subsequently a major portion of the cost, of school buildings was borne by the Provincial Government by virtue of the Technical and Vocational Training Agreement with the Federal Government, very little was done to keep the cost of projects within bounds of reason. Too many Boards apparently assume that what was supposedly free, should be taken advantage of. That created, for many, building quality and equipment standards which have been difficult to sustain when the heavy burden of cost eventually returned to the local taxpayer.

Very high standards of building requirements and the built-in equipment became the 'minimum' standard and once that standard was created, it was difficult to cut back, without creating double standards within the community.

Clearly, we have gone from a period, promoted by Government, that, regardless of cost, nothing was good enough for education, to one of extreme austerity, again promoted by Government. It is our considered opinion that at neither end of the scale has Government attempted to seriously control the situation constructively.

COMPLEX NEEDS

There is the legitimately increasing pressure to provide school buildings which allow for greater use by the community, with relatively less money currently allowed to achieve that desirable objective.

The architect is often caught between the pressure of the public to lower the cost of school buildings and the pressure of the educators to provide more sophisticated buildings, in order to house the increasingly complex structure of programs and teaching and learning equipment to allow flexibility for the educator to change his mind. When in this situation, the architect should point out the limitations of the budget and the Board should be more receptive to that kind of advice from the consultant.

It is often difficult for the architect to reconcile the barrage of criticism levelled at the cost of school construction, when one seriously examines the issues discussed above.

CONTRACTUAL METHODS

School Boards, by virtue of the fact that they are public bodies charged with the responsibility to protect public interest, are necessarily confined in their ability to act in the same manner as owners in the private sector. They are often constrained in their approach to building problems by controls placed on them by Government. In spite of this, some Boards adopt as the means around the restrictions, contractual methods of building procurement which are often later shown to be irrational and even wasteful.

BUILDING STANDARDS

Educators are often remote from the real world of building but most often have the final say in determining the type of buildings, facilities and equipment. Trustees find it difficult to seriously question these requirements, and are either forced to accept them as fact or react in a way which brings confrontation on the basis of cost, without the ability to thoroughly evaluate the problem faced.

In either situation, the architect is constrained by the client, and has a limited opportunity to bring to bear his experience fully enough to meet the circumstances. Too often, he is likely to be forced into a position of having to accept standard policies on layout of individual spaces, materials, mechanical equipment, site planning, storage units and many

other unsubstantiated criteria.

THE REAL COST PERFORMANCE

It is interesting, however, with the ever decreasing content left for individual innovation, that school costs have not increased out of proportion to other building types, and in spite of rapidly increasing construction costs, have held the line remarkably well. In fact, during the past decade, school costs have increased at a lower rate of increase than other building types. Significantly, practically all of the post-war school buildings in Ontario were designed, and their construction was inspected and administered, by Ontario architects.

In an address on March 4, 1971, the Honourable William G. Davis, Prime Minister of Ontario, drew attention to the fact that "construction costs for non-residential building have increased 50% in Ontario, since 1960. It should be clearly understood, however, that even though the general increases have severely affected school costs, contrary to common belief, the cost of building schools remains less than for comparable buildings in the community".

A survey, made in the Spring of 1969, showed these cost figures:

Type of Building	Cost Per Sq. Foot
Small Hospitals	$36.00 - $40.00
Banks	$24.00 - $31.00
Commercial Office Buildings	$21.00 - $25.00
Secondary Schools	$16.00 - $22.00

On the basis of even these statistics, it is difficult to support the charge that schools in Ontario are extravagantly built.

The danger is, however, that too often, in a token effort to show the public that attempts are being made to reduce education costs, school buildings are made the target. A careful examination will show that schools designed and built almost twenty years ago cost remarkably little less than current schools, and with the application of building indices they cost considerably more in real dollars.

Statistics Canada, in releasing building construction cost information for January, 1972, indicated that residential costs since 1961 have risen 85.5 per cent and non-residential costs 76 per cent. Again, Department of Education records will show that School construction costs have not approached anything close to that figure.

OBSTACLES TO EFFECTIVE CONTROL

In making cost comparisons, with other building types, there are factors which are beyond the control of those involved in the building sciences by the very nature of educational system organization:

1. Educational Specifications (entirely in the hands of the educator);
2. Location of site (determined by school population or cost of land and not the effect on building) seldom, on the basis of consultation with an architect;
3. Soil conditions (seldom considered thoroughly prior to purchase);
4. Financing expense (now entirely in the hands of Government);
5. Time of Tender Call (usually time pressure precludes selecting best construction period);
6. Market conditions generally (if space is needed it cannot wait for suitable market conditions);
7. Value of construction dollar (now more and more determined by labour cost).

Inferior buildings for children will not fill their emotional and spiritual needs. Education and its functional facilities should be one of the most stimulating and intellectually enriching experiences of life, because it sets the pattern for so much that

follows.

The Ontario Association of Architects believes that, with proper opportunity afforded at the earliest possible time, architects can contribute even more to the rationalization of educational buildings and their costs. Unfortunately, as the system presently operates, far too many decisions irrevocably affecting costs of school buildings, are made without the benefit of competent, professional services which architects can provide to the Board in the first instance, and to the public, ultimately.

SUMMARY

1. School building costs should be placed in proper relation to total education costs, since usually they represent only about seven per cent or eight per cent of the total annual budget;

2. Only major savings in school building costs can affect in a significant way the total end cost;

3. Initial school building costs are a minor part of total ownership costs;

4. More judicious attention to the true quality of school buildings should be encouraged;

5. Educational innovations have produced pressures toward significant upgrading of school buildings;

6. Detailed and comprehensive programming for school buildings is not sufficiently encouraged, despite its effectiveness as a tool to control school building costs;

7. The school construction program, under the Technical and Vocational Training Agreement with the Federal Government, raised building standards to an unreasonable level which the public is now not prepared to support;

8. Design, layout, equipment and administrative standards maintained by various Boards, present a serious constraint to construction cost control;

9. Ontario school building costs have, during the past two decades, risen less than any other type of building;

10. Contrary to general belief, statements that schools in Ontario are extravagantly built, are insupportable;

11. The architect enters the process of procurement of school buildings much too late for the public to reap the maximum benefit of his services;

12. School buildings are much less susceptible to "control" due to the mandatory requirement that they be built when required to house school population - regardless of the construction market circumstances;

13. There must be a program of on-going study in the use and evaluation of education needs related to building program.

CONCLUSION

The Council of the Ontario Association of Architects offers its full co-operation and the resources of its committees and members at large, toward assisting the Government of Ontario, Department of Education and all Boards concerned with educational facilities, in obtaining improved buildings at minimal cost.

The record of post-war achievement for both Boards of Education and Ontario Architects is an impressive one.

Clearly, however, it can be improved still more, through joint effort of those concerned and the Ontario public can rely on the Ontario Association of Architects in the future, as it has in the past.

ONTARIO ASSOCIATION OF ARCHITECTS

March 30, 1972

BRIEF

TO

THE COMMITTEE ON THE COSTS

OF EDUCATION

Submitted by

The Ontario Secondary School Teachers' Federation

February, 1972

I Secondary Education in the 60's

The decade of the 1960's brought rapid change in the secondary schools of Ontario. The curriculum and the programmes available for students have changed almost to the point that the typical high school, as described in H. S. 1 for 1960-61, would be recognizable to a historian but not the student in the schools. The range of opportunity for students and the holding power of the schools have increased enormously. And so has the cost of education, the concern of this Committee.

At the beginning of the decade, secondary schools offered three basic courses. The bulk of students went through, at least some of the way, a general academic course. In 1959, 76.3% of all secondary school students were registered in this course. In schools where there were facilities and teachers there were technical and commercial programmes aimed at preparing students for employment. There were several special technical and/or commercial schools in the urban areas. The purpose of the general course was fairly simple - to prepare those students who completed the five years of high school work for post-secondary education and to offer a general predominantly academic course to others. The two purposes, however, were not easily reconciled - the former was dominant. Commercial programmes prepared students to enter the labour market directly. Technical programmes were seen less as technical training than as technical education to offer preparation to students who intended to take further training through apprenticeship or through on-the-job experience.

The holding rate of the public secondary schools in 1959 was such that 52% of the students who entered Grade 9 in 1956 would enter Grade 12 in September of 1959. The retention rate had improved only very slowly in the previous decade. In addition to the regular high schools, in a few urban centres there were special vocational programmes for students whose learnning skills had not developed to the point where they could cope with regular secondary programmes. These special students represented 1.5% of the secondary school enrollment.

The number of teachers employed in the autumn of 1959 meant that there was an overall rate of students to staff of 22.7:1. In the special industrial courses, however, the ratio was 15.5:1.

In 1959, the total expenditure per pupil in average daily attendance in the secondary schools was $580. If we assume that the ADA is 95% of the average daily enrollment, the expenditure would have been $551 per pupil in ADE. This expenditure was the total expenditure including both extraordinary and ordinary functions.

The years of ferment in education were just beginning. As early as 1956 educators in Canada had been told that the science and mathematics curriculum in the high schools were no longer adequate. The pressure for change accelerated as thinking and attitudes in the United States spilled over into Canada. The alarm over the academic curriculum in the American high schools following Sputnik I and reports, such as J. B. Conant's study of the American high school, had some impact in Canada. The lack of articulation between secondary schools and universities led the Toronto Board of Education and a number of University of Toronto personnel into a study of

high school curricula. This study, in turn, institutionalized itself in the formation of the Ontario Curriculum Institute funded by the teachers' federations and various other organizations in the province.

Another force was also working to reform curriculum and school programmes in the early sixties. The recession, which had begun in early 1957, created the curious situation that jobs went begging for applicants while unemployment ran at 7%+. The problem - the typical unemployed worker did not have the skills or education needed in those jobs.

These factors all brought about a rethinking of the Ontario secondary school curriculum. In the summer of 1961, a revised programme was released. The then Minister of Education, John P. Robarts, stated:

> The objective of the Ontario secondary schools has always been to give every pupil the maximum education consistent with his capabilities and his willingness to achieve - an education for better living and a preparation to earn a livelihood. Until recently our society was able to absorb into remunerative employment almost every pupil leaving school with or without a graduation diploma. But, now, technological changes have made it impossible for a pupil leaving Grades 9, 10 or 11 without a diploma and without a specific skill to obtain employment with any degree of security for the future....
>
> It is the opinion of those concerned with secondary education that our present General Course, and the Commercial and Technical Courses also, cannot fulfill two functions - namely, the preparation for higher education and the training and education of pupils more directly for employment. To meet the need of this large second group of pupils who drop out before reaching Grade 12, necessary changes will be made in school organization and subject content.

The other major decision in 1961 which made possible the new curriculum was the agreement reached in May between the Federal and Provincial Governments to share the capital costs of building vocational facilities in schools. The Federal Government was to pay 75%, the Provincial 25% of

the cost. Between the time of the agreement in May and Mr. Robarts' speech in the summer, 63 boards applied for such aid none of whom had offered technical education previously. The agreement was to be a stimulus both to the economy and to education because the facilities built under it had to be completed by March of 1963. Mr. Robarts described the programmes as follows:

> The General, Commercial, and Technical Courses as divisions of the secondary schools are being renamed as Branches. (1) Arts and Science, (2) Business and Commerce, (3) Engineering, Technology and Trades. A shift in emphasis will be suggested commencing in September, 1962, whereby the more capable pupils from all three Branches of a secondary school, after a Five-Year Programme ending in a common Grade 13, will be encouraged to proceed to higher education. At the same time, the pupils who plan to leave school before Grade 13, or who are unable to cope with Grade 13 subjects, will have better preparation for their life's work by following a new Four-Year Programme which will be developed for each of the Branches named above. The Four-Year Programme will not be restricted by university entrance requirements and as a result will contain a wider choice of practical options in addition to the core of compulsory academic subjects.
>
> To supplement these two Programmes a One (or Two)-Year Programme in occupational subjects will be provided. This limited Programme will be tailored to meet the needs of pupils admitted to secondary schools who have not been regularly promoted from the elementary grades but who must, nevertheless, find a means of earning a living in service trades or occupations.
>
> Before pupils enter Grade 9, extensive information will be provided for them through careful counselling. The Department is preparing a brochure to explain the Programme to parents, educational officials, teachers and counsellors. The Guidance Departments of our schools will move into a much closer relationship with pupils and parents than in the past. It is our hope and intention that the advice given will help the pupil and parent to make the best possible selection of any one Branch or available Programme.

Robarts also spoke of the advantages in the new programme which was to be generally known as "The Robarts' Plan".

1. The new plan will provide an incentive for more pupils to complete their high school training. This will result in a much higher proportion of persons being prepared by the time they leave school, either to proceed to more advanced training or to enter upon solid careers in business and industry.

2. The Five-Year Programme in all three Branches will provide access to higher education after Grade 13. Graduates from the Business and Commerce Branch as well as those from the Engineering, Technology and Trades Branch will have opportunities for university education equal to those from the Arts and Science Branch.

3. The Four-Year Programme will permit the average pupil to remain in school profitably, and will provide him with a real sense of achievement and a better chance of securing employment upon graduation.

4. The One (or Two)-Year Programme will enable pupils of limited ability, who formerly dropped out of school early, to obtain an education more suited to their capacities and, in addition, to acquire a service trade or skill.

5. The Business and Commerce Branch and the Engineering, Technology and Trades Branch will gain the prestige they deserve as more good pupils proceed through their Programmes to Grade 13 and to institutions of higher education. No Branch of a school should have more than its share of below-average pupils.

6. Successful pupils will be able to transfer freely from one Branch to another at the end of Grade 9 and may, under certain conditions, transfer in higher grades as well without the loss of a year.

7. The plan places emphasis on a business course for boys which will have sufficient academic content and yet, at the same time, will train them more directly for employment ranging from clerical occupations to junior executive positions.

8. In some schools it will be possible to present an attractive course combining business and technical education. This should prove remunerative to its graduates.

9. In many parts of Ontario full technical and vocational training will, for the first time, be readily available to our young people.

10. The humanities will retain their customary honoured place in our educational programme but technological and trade education will receive proper emphasis for the first time.

11. Courses will be fitted, as far as possible, to the needs of pupils. The demand that pupils fit themselves into courses is to be avoided.

12. The plan is designed to meet the challenge facing Canadian business and industry and simultaneously to facilitate the maximum gainful employment of our future citizens.

In terms of its basic objective to increase the retention rate in schools, the Robarts' Plan was successful. Of the students who entered Grade 9 in 1962 and who would be the first to pass through school under the re-organized programme of studies, 65% would enter Grade 12 in 1966. The retention rate had improved by 25% in seven years. The Plan was also successful in diverting a substantial proportion of the students who stayed on in school into the more practically oriented courses. In the autumn of 1966 only 54.2% of the students were enrolled in the Arts and Science Branch. It might also be noted that 6.6% of the total student body in the province was enrolled in Two-Year occupational or special vocational programmes.

Many of these students, particularly in the occupational and vocational programmes, required more personal attention than the typical high school student in the 1950's. The increase in the number of technical courses, together with this need, meant that the student staff ratio dropped by September of 1966 to 18.0:1. To provide this service, expenditure had risen to $887 per pupil in average daily attendance or $839 per pupil in ADE.

By September, 1968, the last year in which the Minister's Report showed enrollment based on the re-organized programme of students, only

44.8% of students enrolled were in the Arts and Science Branch. 6.9% of the total were enrolled in Two-Year occupational or special vocational programmes.

In the mid-1960's a new set of currents began to influence educators and planners. During the early years of the decade, a number of economists in the United States and elsewhere had undertaken studies of the economic impact of education. Their work, together with research by staff members of the Economic Council of Canada, indicated that investment in education could produce significant economic returns to society. Existing data and the projection of existing needs made education a good sound investment.

The Second Report of the Economic Council of Canada in 1965 reflected the growing interest in the economic returns from improved education.

> Very considerable scope would appear to exist in Canada to promote the growth of average per capita income by improving the educational stock of the labour force. The accumulating evidence and analysis suggest that the benefits from such improvements can be substantial for both the individuals and the economy as a whole. As already emphasized, these developments will not bring about a quick and substantial rise in the educational stock of the labour force. Much of the benefit ultimately will be large. This reinforces the need for sustained and unflagging efforts to strengthen and extend the educational base for long-term future growth of the economy and the living standards of Canadians.

TASKS FOR THE FUTURE

The principal short-and medium-term tasks for the future in raising the average educational attainment in the Canadian labour force are now very different than those which our society faced three or four decades ago.

To advance educational levels through the formal education system, attention currently needs to be focused on the following areas:

1. The closing of the remaining gaps in secondary school facilities. Although these facilities are now widely available, there are still some parts of Canada and some parts of the population for which secondary school facilities and opportunities are seriously inadequate. There is an urgent need to remedy these deficiencies so that education at the secondary level is a real and practical possibility for all Canadian children.

2. The reduction of drop-outs in high school and the increase of retention rates to achieve a much higher rate of high school completions.

Criticism of the Robarts' Plan within the teaching profession had begun even before the first group of students to study under the programme entered Grade 12. In practice, the programme had offered less flexibility and freedom of choice to students than had been hoped. Streaming could meet the needs and capacities of many more students than the old programme but could not offer the variety of challenge necessary to hold greater numbers of students in school. There was a great deal of dissatisfaction with the academic curriculum in the Four-Year programmes, particularly because it seemed that a significant number of students could succeed in courses at varying levels of demand depending on their own interests and special aptitudes. Two years before the experiments in 1968-69 in introducing individual time-tables, there was considerable discussion of the need for programme changes and greater flexibility for students in choosing other subjects of study and the level of intensity of study in those subjects.

A number of new courses aimed particularly at Four-Year Programme studies were prepared by the Department and the first of them appeared in the schools in 1965-66. Geology, World Politics, Man and Society, Theatre Arts and other courses introduced subsequently would

also have profited students in the Five-Year and Two-Year programmes and in each of the Branches.

The continuing curriculum revision which began with the Robarts' Plan and accelerated throughout the decade attempted to meet better the needs and interests of as many secondary level students as possible. The aim of the Robarts' Plan had been to increase the retention rate. The essential aim in the late 1960's in moving towards a credit system in high schools and in offering a wider variety of subjects was to increase this retention rate even more. Secondary schools also became more open with greater emphasis on meeting individual interests and needs.

Essentially, the objectives in programme revision in the 1960's were operational ones. No doubt everyone hoped that the schools would develop a more adaptable and better educated labour force. There was remarkably little discussion, however, of fundamental goals for the schools and a very easy acceptance of the idea that the schools should contribute to "growth". When it became clear that streaming was not likely to meet the needs of significantly more young people, then schools responded by opening up the choice of options and subjects and by moving towards a credit based non-graded programme. The ideal was held to be a wide range of elected courses to meet the needs of the wide spectrum of students in schools. Part A of the 1969-70 Circular H. S. 1 stated:

> The choice of courses or units by a student should depend upon his needs and interests, achievements and abilities. A school program should provide a considerable choice of elective units in order to foster the particular interests and abilities of each student.

Gone was the dictum of H. S. 1, 1968-69 which appeared only in Part B of the subsequent editions:

> Careful consideration should be given before providing courses for fewer students than is economically sound.

The goal was obviously programme expansion.

The revision of operational goals during the 1960's to make the school more open and less selective was, in large part, being realized by the autumn of 1970. Of the students who entered Grade 9 of the public secondary schools in September, 1967, over 80% would enter Grade 12 in September, 1970. Over 2/3 of those students who entered Grade 9 will receive secondary school graduation diplomas. It should also be borne in mind that nearly 7% of students who are enrolled will successfully complete occupational and other programmes which require fewer than four years of secondary education. It is also worth noting that in 1969 it cost $1154 per student in ADE to provide secondary education, and in 1970 $1265.

II The Cost of Attaining These Goals

There is no doubt that the cost of attaining the goal of holding more students in the school system for a longer period of time has been a costly one for our society. Any analysis of the cost and of the burden imposed for education on our economy and on government revenues will reveal that far more of the wealth produced is being used for elementary and secondary education now than was used in 1960.

There is no doubt that if the school system had continued to function at the same level as in 1959 - in terms of the quantity of goods and services employed and in terms of the programmes and retention rate of the secondary schools - the cost to the province's economy would now be less than it was in 1960. It would be a reasonable question, however, to ask whether the province's economy would have grown as rapidly in the 1960's without the stimulus of educational investment and without a steady improvement in the quality of the labour force.

At the beginning of the decade when planners and economists were considering the needs of the economy and of the labour market in the 1960's they saw education, particularly at the secondary and post-secondary levels, as a good investment. They underestimated seriously the extent to which labour market needs could be met through immigration. Given the state of the labour market in 1960 and 1961, they projected very high returns, both publicly and privately, to educational spending to upgrade the educational background of the labour force. To retain more students in school, however, meant curriculum reform at the secondary level.

A selective school system is, on the whole, a cheaper one to operate. Classes may be larger, for the students who need extra personal attention do not stay in the system; they drop-out to try to find employment. Fewer types of courses and a narrower range of programmes would also be possible. The proportion of the adolescent population enrolled in school and consuming education would be much lower as would, therefore, be the total expenditure on education.

From the viewpoint of social policy, the decision would rest on answers to some questions. What would be the cost, measured both in economic and in social terms, of permitting 60% of students to leave school without graduation diplomas? What would be the comparable cost in keeping them in school and what additional gains might be expected? The cynic might see the decision to try to improve school retention rates as an attempt to keep young people out of the labour market as long as possible in a time of considerable unemployment and at which many of the adolescents born in the "baby boom" might have flooded that market. He would also admit the possibility that by keeping the young longer in school there might be some gains to society.

Opening the secondary schools to provide worthwhile educational experience for all students has meant the creation of a much more expensive education system. Many of the courses most attractive to students and which have contributed to their willingness to stay in school have been and are expensive to operate. In 1959, 9.1% or 21,566 students were in technical or similar practical courses, another 1.5% or 3,538 students in special courses. By 1968, 92,088 students were studying in Sciences, Trades and

Technology Branch, 18.4% of the total enrollment and 34,488 or 6.9% were in special or two-year programmes. In other words, while enrollments were doubling with the consequence that many more students required particular assistance, the enrollment in those courses which are expensive to teach was rising even faster.

Two factors have been largely responsible for the increase in the burden on the economy imposed by the education boom of the sixties: growth of enrollment and the effort to improve the quality of educational experience by increasing the quantity and range of goods and services.

From the above discussion, it should be clear that increasing enrollment, particularly at the secondary level, does not present a simple mathematical calculation for increased cost. As has been pointed out elsewhere,

> The increase in numbers alone would have meant that elementary costs would have risen by nearly fifty percent and secondary costs by a hundred percent. But the numbers do not explain the increased cost per pupil. As the retention rate has improved in the secondary schools and as the effort to provide for individual learning needs in elementary programmes has intensified, the marginal cost of educating all children has grown. Both have meant increased specialist teaching and remedial work in the elementary school and a wider variety of course offerings and new programmes in the secondary school. Both have, therefore, meant lower student-staff ratios and smaller classes. [1]

There are other expenditures which might be noted too. In 1970, over $30.00 per student enrolled was spent on education services, a function where very little money was spent at the beginning of the decade. Expenditure

[1] Financing Public Education in Ontario 1970, Toronto, O. S. S. T. F. 1971; p. 10

for computer services was unknown in 1960. Many boards have expanded the range and activity of their attendance functions into a full-scale social work programme. These expenditures are not visible to a community which still sees the school experience in terms of the schools of the 1950's.

Where else has money been spent in the 1960's which was not spent in the 1950's? Where else have expenditures risen rapidly during the decade? The Committee is in a better position with its research staff to answer these questions than are we. It would be a worthwhile endeavour, however, to examine and compare the range of services in a few boards over the past decade.

The Committee is, no doubt, aware that the figures of expenditure per pupil mentioned in the first section are measures of input for the cost of providing the services, the goods, the transportation and the accommodation needed. Inflation, i.e., increases in the prices of the inputs, has accounted for more than one-third of the increase in spending per pupil, perhaps as much as forty percent because of the labour - intensive nature of the activity and the rise in the wages for all labour, teachers and other staff alike. Other factors contributing to the rise of per pupil spending have been mentioned.

What has been the output from this expenditure level? If we assume that a diploma, either the Secondary School Graduation Diploma, or the Secondary School Honour Graduation Diploma may be taken as an output, then the cost in 1970 to produce a graduate from Grade 13 was roughly the same as in 1960 and 20% more to produce a graduate from Grade 12. (See the appendix at the end of the chapter for the calculation and assumptions used in drawing this conclusion).

So long as the retention rate to graduation was growing, the cost of educating a student to the point of successful graduation remained relatively constant. As in many other economic activities, increased production meant increased expenditure. The cost of this increased production has borne heavily on our economy, but this was the price that had to be paid if we wanted to improve retention rates and to increase the numbers of students completing high school successfully.

Appendix A

1960

	Entry Rate	Per Pupil Cost		Total
		Current $	1960 $	
Grade 9 (1956)	100	$448 (1957)	$469	46,900
10 (1957)	81	498 (1958)	515	41,715
11 (1958)	63	551 (1959)	558	35,154
12 (1959)	52	591 (1960)	591	30,732
	Total cost in 1960 dollars to end of Grade 12 for the 38.7 students receiving diplomas			$154,501
	Cost in 1960 dollars to educate a student to diploma level			$3,992

	Entry Rate	Per Pupil Cost		Total
		Current $	1960 $	
Grade 9 (1955)	100	$435 (1956)	$465	46,500
10 (1956)	79	448 (1957)	469	37,051
11 (1957)	60	498 (1958)	515	30,900
12 (1958)	50	551 (1959)	558	27,550
13 (1959)	26	591 (1960)	591	15,366
	Total cost in 1960 dollars for 14.7 students receiving diplomas			$157,367
	Cost in 1960 dollars to educate a student to diploma level			$10,705

Note: Expenditures in the Minister's Report were calculated as the expenditure per pupil in Average Daily Attendance until the mid-1960's. In order to equate these expenditures with those reported since 1967, they have been converted on the assumption that the ADA equaled 95% of the Average Daily Enrollment.

1970

	Entry Rate	Per Pupil Cost		Total
		Current $	1960 $	
Grade 9 (1966)	100	$ 928 (1967)	$779	77,900
10 (1967)	93	1077 (1968)	874	81,282
11 (1968)	84	1154 (1969)	894	75,096
12 (1969)	77	1265 (1970)	941	72,570

Total cost in 1960 dollars to end of Grade 12 for 64.0 students receiving diplomas	$306,848
Cost in 1960 dollars to educate a student to diploma level	$4,794

	Entry Rate	Per Pupil Cost		Total
		Current $	1960 $	
Grade 9 (1965)	100	$ 838 (1966)	$727	72,700
10 (1966)	91	928 (1967)	779	70,889
11 (1967)	80	1077 (1968)	874	69,920
12 (1968)	74	1154 (1969)	894	66,156
13 (1969)	39	1265 (1970)	941	36,699

Total cost in 1960 dollars for 29.2 students receiving diplomas	$316,364
Cost in 1960 dollars to educate a student to diploma level	$10,834

Between 1960 and 1970, the implicit price index used in the system of national accounts, a slightly better measure of the rate of inflation than the Consumer Price Index, rose by 34.4%. Accordingly, the cost to produce a Grade 12 graduate in 1970 was $4,794 in 1960 constant dollars or 20% more than in 1960. On the other hand, the cost to produce a Grade 13 graduate was $10,834 in 1960 constant dollars or just over 1% more than in 1960.

If the implicit price index for all government services was used, the picture would be quite different. Between 1961 and 1970, that index rose by 63.6%. Compared to other public services, it would appear that education did rather well in its expenditures and productivity if the number of students receiving diplomas is an acceptable measure of productivity.

Implicit Price Index for G. N. E.
Converted to 1960 Base

1956	93.5
1957	95.4
1958	96.7
1959	98.8
1960	100.0
1961	100.6
1962	102.0
1963	103.9
1964	106.4
1965	110.2
1966	115.2
1967	119.1
1968	123.2
1969	129.1
1970	134.4

III The Grant Plan in Ontario

Direct provincial participation in the financing of locally governed education services across the province involves the design of a method for distributing the funds. The present formula used for grants-in-aid to local school boards by the Department of Education is, on the whole, an excellent one in equalizing the fiscal resources of those local boards.

An ideal system of grants-in-aid by central to local authorities should be simple in its design, so that it is readily intelligible to all interested parties. It should be equitable, that is, that it treats those communities in similar situations similarly and those in dissimilar situations dissimilarly. If the concept of local government is to have any meaning, the grant system should leave substantial autonomy and discretion in the use of funds with local governemtn and should encourage local support of the service. If local autonomy is to be strengthened, grant plans should be as neutral as possible in their impact on local decision-making. Unless, therefore, it is the intention of the central government to influence local decisions, incentive and stimulus grants, i.e., grants earnmarked for a certain purpose and made only on the condition that they be used for that purpose, should be avoided. On the other hand, any kind of grant plan is bound to have some influence on local decision-making. The plan should also endeavour to encourage efficient use of funds by the local authority. Nevertheless, if a central government is going to pay out monies to support local services, that government should have some control over the standard and level of service and have some means of compelling compliance.

Equity in the distribution of provincial funds would - aside from the proposition stated above - assure a defensible level of support for service which the community, from its own resources, could not provide. Equity depends on two elements then: on the revenue side - that grants take account of the disparities in revenue yield from local tax resources when all communities are making the same effort, and on the expenditure side - that grants take account of the level of expenditure to provide a desirable level of service in all communities, a level that is best determined in terms of the cost per unit to be served. Equity also implies neutrality in distribution - that no individual area will be treated more or less favourably than another.

The attainment of such a degree of equity is difficult however. There is the problem of equity as between individual local authorities. Local boards have no discretion in the provision of much of the service, for it is mandated by provincial legislation and regulation. Moreover, to provide and maintain this basic level may mean significant variation in the expenditure per student from community to community simply because of differences of cost in buying that service. The tax resources of local communities will vary as well and if grants are to equalize the revenue available to local boards, then there must be a reliable measure of the tax resources of those local communities. Finally - and most difficult - is that the level of service to attain the same basic goals may vary from community to community because of the differences in the social-economic status of those communities. But how are such differences measured and the results built into a formula for grants in aid?

There is also the problem of equity as between local boards and the province. The second and fourth factors above touch on this problem for the

province has to provide some differential treatment to meet these needs. The basic issue, however, is that the division of costs, between the local authority with its tax resources and the province with its greater resources, should be reasonable. There are no magic numbers to guide policy makers in dividing that burden; the only real question is, "How much can local tax resources carry?". This question also means that the province must pay attention, particularly during inflationary periods, to the rising costs of service and maintain its share by increasing the dollar value of grants. This, in turn, poses a problem to provincial authorities over how much of their budget can be spent on local education. Nevertheless, the provinces with their more elastic tax resources are better able to absorb cost increases due to inflation than are local authorities.

There are also some technical difficulties in establishing good systems for grants in aid. The critical problem is obtaining information about local resources and local needs. There has to be a reliable means of assessing property values and measuring the amount of local wealth supporting each student. This means equalization of assessments across the province, but such equalization is extremely difficult so long as local assessment is fractional to the market value. Market value assessment valuation will solve much of this difficulty. But the other element in the problem, the differences among students, is harder to measure. Unfortunately, the measure of assessment per student does not tell much about the needs of the student.

Assessing student needs is extremely difficult. A choice has to be made between identifying the individual student, describing his situation

and identifying his particular needs, and establishing proxy criteria which are reliable measures of whether or not communities bear an educational overburden.

Strict application of the principles of equity suggests that the former choice is the better. Only by knowing exactly the needs of students can the planner take them into account in the system designed for financing the operation of the schools. A problem of social philosophy then arises: is it desirable to identify specifically such students? If segregation into special classes results, then such identification is probably undesirable.

What are the differing needs of individual students? They probably all relate to individual learning, emotional or physical problems - in other words, the area of special education. They may also involve the choice of certain courses and options which are deemed valuable by the school and the community but which are expensive to operate. They may also relate to some form of cultural difference or disadvantage.

Normally, where cultural differences and/or disadvantages occur, they are a community level problem. Compensatory effort in education can usually be related to criteria in the community then.

There are also other community level problems: differences in price levels among geographic areas for goods and services used in the schools. Small schools tend to operate less efficiently if they offer more than a core of subjects for students. There is a positive relationship between the cost of plant operations and the proportion of pupil accommodation which is more than thirty-five years old. Because of an essential core of basic services needed, small boards tend to have high business administration costs. Perhaps because of

some diseconomies of scale, many large boards have high administration costs in the instructional and business functions. Some boards, because of proximity to universities or urban amenities or for other reasons, have tended to attract and retain relatively highly qualified teachers and to build up above average experience levels among their staffs.

The purpose of pupil weightings is to recognize that pupils and their communities are different in their needs for service and in the cost of providing this service. In introducing a new system of pupil weightings for programmes and location, the Department of Education has met, in some measure, many of the objections raised by the Federation in the spring of 1971. We would hope that the Department will continuously review the weighting system to make it work more effectively and will consult regularly with the teachers' federations and other concerned groups.

Of the weighting factors introduced for 1972, the weakest is that for compensatory education. That some recognition of need is required is beyond question: whether the criteria are entirely satisfactory is very questionable. Moreover, with no definition of programmes, it is impossible to determine cost differentials for compensatory programmes. The data for immigration cannot be recent: indeed, it must be from the 1961 census. 1971 census data should be available shortly however. Transiency rates through schools might also be considered as a factor. Some information about students, such as the proportion from single parent homes or from multiple-unit housing, would also be helpful. The range of criteria which might be used for compensatory education assistance is very much broader than the three actually used. Some of this data would have to be obtained at the school level however. Higher

weighting factors might also be adopted to provide more assistance to those communities where the data indicates it is needed.

Whether or not such funds as are made available will be used for this purpose is open to question. The Committee is also aware, no doubt, that there is considerable debate over the effectiveness of compensatory education programmes. Accordingly, the whole area has to be treated with care We would, nevertheless, recommend that funds be made available for this purpose and provision of weighting factors be continued. We would recommend, however, that funds be made available on the basis of proposals from local boards to provide compensatory programmes.

The 1972 weighting factor for special education might also be continued. Using the proportion of teachers employed in special education as a proxy to measure the level of programmes is probably a reasonable way to approach the measurement of need and to recognize the possible overburden assumed by some areas for such programmes without, in some way, segregating out the children. Our major concern in this area is that where special education students are integrated into regular classes, class sizes should be small enough to permit teachers to meet the needs of these students.

The Federation would also recommend that special education programmes at the secondary level be given some consideration. It is desirable that students in occupational and special vocational programmes be grouped in small classes so that teachers may give as much individual attention to students as they can. For this reason we would recommend an additional weighting for these students - perhaps .02 - for such programmes at the secondary level. Again, the critical problem is overburden. Accordingly,

if teachers were identified as teaching such classes, either full-time or as a proportion of their time, a measure of programme need might be estimated.

One other factor differentiating the distribution of funds should be mentioned: the distinction between elementary and secondary levels of spending which are recognized and permitted. We cannot see any alternative to the present system of establishing a dollar-per-student level for each panel. A simple per pupil expenditure allowable for all students from kindergarten to the last year of high school is not feasible. While there are some 1,450,000 elementary students and 575,000 secondary students across the province, the ratio is not constant from board to board. For example, Prescott and Russell Board of Education enrolled 928 elementary students and 3,931 secondary students in September, 1970. Even a grant based on pupil weightings - let us say 1.00 for each elementary student and 1.5 for each secondary student - would not be feasible for more than one year because of the changing cost relationships between elementary and secondary schools where the elementary cost is rising much faster than the secondary. We feel that the most equitable arrangement is to establish a per pupil recognized ordinary expenditure level as is done at present and to adjust it as necessary to reflect the needs and costs of each level of schools.

There is one other aspect of the grant plan which we feel should have some attention from the Committee, the question of recognized extraordinary expenditures. Differing levels of unrecognized extraordinary expenditure are the major reason why local taxation burdens vary.

This is not an easy problem to cope with. The Department has been reluctant to approve, for grant purposes, debentures issued to construct facilities such as administrative offices, maintenance workshops or garages. So

long as boards did not have to receive Ontario Municipal Board approval for debentures and could issue debentures on their own or with local council approval, the brakes may not have been sufficiently strong. We cannot expect boards to operate their offices out of old buses - they can buy buses as ordinary expenditures - or to handle maintenance work in the shops of the high schools. We would recommend that the range of capital facilities approved for grant purposes be widened. We would further recommend that all school boards be required to seek OMB approval for issuance of debentures.

We would also recommend that the Committee examine the possibility of the province assuming many of the unrecognized debt charges now an obligation of school boards. The proportion of unrecognized debt charges varies considerably from board to board across the province, and as pointed out is the basic barrier to the establishment of equalized levels of spending with equal local effort in taxation. It should be possible to evaluate past debenture issues in the light of current regulations for grant approvals so as to reduce this disparity. Especially in the secondary accounts, such re-evaluation might ease the situation because the approval levels in the 1960's were out of line with real costs. Where there is still a problem is that in the 1950's and 1960's a number of separate school boards issued debentures to cover current expenditure deficits. Given the financial and educational problems of separate school boards at that time, the province might well consider approving these debentures now.

A basic issue of great concern to this Federation in the present grant plan is whether or not the province should control the expenditure levels of school boards. The issue to be resolved in making the decision is the impact

of such controls on local autonomy. The Committee is also, no doubt, aware that local autonomy and equalization of educational service as goals may come into conflict.

Ceilings have had and certainly will have considerable impact on decision-making by school boards. Teachers in negotiation last spring and, no doubt, this coming spring consistently ran and will run into boards crying, "No money" and using the ceilings as an excuse. In many cases, these boards were and are in a relatively favourable financial situation. Discussion of programme improvement with these boards ends with the same answer. Local teacher groups have suggested to us that in many instances boards are using the ceilings as a means of avoiding decisions about priorities and school programmes by simply saying, "We must hold the line".

Locally elected trustees are the agents of the Minister of Education in making provision locally for educational services. In past they have been elected as representatives of the communities to decide on the programmes to be offered in their schools and on the level of local expenditure and effort and commitment to support those programmes. That these two functions may be separated is possible: that they will be separated is a rather over optimistic belief.

The level of service and the range of programmes are inseparably tied to the availability of resources. Decisions about the quantity of goods and services to employ are inseparably tied to decisions about curriculum offerings. To limit the availability of resources is to limit the availability of programmes. Yet, the Department of Education has given to local school boards much of the responsibility for programmes in the schools.

In effect, the provincial government has said to school boards, "Even though your community wants services and programmes more than other communities and is willing to pay for them, your community may not offer them unless it gives up something else". What has happened to local autonomy as an ideal in local government?

In 1969, when all divisional boards of education and other school boards were organized and at the same time became elective bodies, the provincial government in effect said to the people of Ontario, "The new school boards will be accountable to you". Has the province decided that elected local authorities are no longer accountable to their constituencies? That they have decided this is the only answer possible, given the controls now established.

This is the worst possible interpretation of the province's decision. It is just possible that the province has recognized another basic problem, however. Two principles are in conflict: equalization as a goal versus local freedom in decision-making.

The Committee is, no doubt, aware that the range of support from local taxes is very wide. For elementary purposes, one mill on the equalized assessment raises over $100 per pupil in one board, under $18 in another and just over $4 in another. For secondary purposes, one mill raises just over $173 in one board and just over $43 in another board. Because of this situation, the province introduced a variable percentage formula related to the provincial equalized assessment per pupil. Because of this, the willingness of boards to spend for education has been related to their ability to pay. Because of this, the province may have set controls on board spending.

How can equalization and local autonomy be reconciled? It is a difficult, perhaps an insoluble problem. To say that boards, through some mechanism, be allowed to exceed their grant ceilings by even 5% creates the problem that $30 per pupil at the elementary level or $55 per pupil at the secondary level requires different levels of local effort to attain. To allow boards to raise one mill on the equalized assessment to spend above the ceilings produces very different quantities of money in boards across the province. It is a cruel dilemma.

The provincial government, in considering Federal-Provincial relations, has said many times that although Ontario is the wealthiest province in Canada it also has the greatest needs of any province and that these two facts are related. What is true in Federal-Provincial relations is also likely true in provincial-local government relations.

Our view is that the only possible reconciliation of these two principles is found in the use of a foundation plan for financing education. The province, in order to establish equalization in the access of pupils to educative resources, must define a basic level of educational programme and recognize this level as the recognized ordinary expenditure. This basic education plan should be adjusted annually to reflect changing costs for providing the plan. If it is not adjusted regularly, local taxpayers must carry an undue portion of the burden. Weighting factors, such as those developed for grant purposes in 1972, should be applied to this foundation level recognized ordinary expenditure.

Accordingly, we would recommend that the province abandon ceilings on expenditure. The situation in 1969 and 1970 allowed boards providing a low level of service to catch up. Boards providing a high level of service were forced to use local tax resources to pay for that service. That was their decision: they were and are accountable to their ratepayers through election.

A foundation plan for financing education would be as equitable as the present grant system providing that the foundation level was realistic. A ceiling control can introduce other forms of inequity because this ceiling, even adjusted by weighting factors such as those introduced for 1972 and 1973, cannot hope to accommodate all differences in needs, both of cost and of programme, among school boards. The only equalization possible is uniformity of financial resources measured as a per pupil expenditure. And this is not equalization in provision of educative resources.

The provincial government may well be somewhat anxious about the impact of freeing boards of spending controls because of their experience in 1969 and 1970. Two factors influencing spending in those years should be noted: first, the consolidation of school boards was bound to cost money and, second, the adjustment of the formula for calculating the percentage rate of grant tended to encourage boards to increase spending because such increases did not reflect themselves in local levies. Complicating this picture was the impact of reapportioning local requisitions among municipalities. We suggest that the imposition of ceiling controls on spending was a too hasty response to a short-run problem, a response whose long term impact may well be damaging to the success of the education system.

IV The Present Problem

A brake has been applied very hard on education spending. We suggest that two factors have been responsible for the application of this brake. First, there is increasing competition for funds, particularly at the provincial level, from other government services. The province has also committed itself to pay 60% of elementary and secondary school spending. Second, confidence in the education system, and even in the value of education itself, is declining.

Many factors are contributing to this lack of confidence. The promise of education in the 1960's that if you stayed in school you would get a better job is no longer realistic - if it ever was. Writing in the early 1960's, economists who promised significant private and social returns to educational investment were projecting needs and returns as they existed in the early 1960's. Given the inflation, the change in the labour market since that time, such returns may or may not have been realized. The improved retention rate in the secondary schools brought many students into the schools who did not like the system that they found. At the same time, a rising tide of criticism of education by the neo-romantics and the neo-progressives began to engulf the schools.

There has also been an increasing emphasis on the individual and his rights in the last decade. Schools are undoubtedly socialization agencies and they have had a tendency to demand conformity of students because of this. The increasing emphasis on individualization and meeting individual needs has tended to mean that the societal and socialization emphasis in education has decreased.

In the last few years, the popular evaluation of schools, particularly secondary schools, has often been given in terms of the long hair of youth, the

jeans, the kids who lounge in restaurants and shopping plazas. In many communities, the school is seen as reinforcing undesirable social tendencies. Because the school is a world of youth, there is a trend to blame the ills of society as manifested in the young on the schools, simply because they are the world of youth.

There is, quite evidently, a lack of public understanding of the innovation and of change in schools. Some of this feeling is attributable to the declining consensus over values and goals in our society. Increasingly, the values of our society are the values of interest groups and organizations. Membership in those groups implies identification with their values. The schools are caught in the middle in that few groups now see the schools as promoting their particular values and goals.

The shifting emphasis in school goals and programmes is not understood by the public. There is no doubt that the clients of the schools, the students, are happier than ever before. They may well be better adjusted to their society than the young people before them. But it is questionable whether the patrons of the schools, the parents and taxpayers are as happy. What too many see is that the changed emphasis is creating or is symptomatic of new problems in society that they do not like.

In the secondary school, there has been a gradual shift in emphasis to the development of the individual. Students are free to chose among as wide a range of options as it is economic for the school to offer. It also means, from the perspective of many adults, that students in the schools are not "learning" as much.

Even John Goodlad now admits that students in non-graded open elementary schools are likely to be at a lower achievement level in reading and mathematics even though they are happier and better adjusted than students in more traditional schools. The indicator of malaise over school achievement may be the interest in performance contracting in the United States.

Innovations in schools are not understood by the public. Teachers cannot understand, either, the strategy of the Department in applying the brakes on the availability of resources while also pressing the accelerator for innovation and improvement.

The interest in changing school programmes to meet better individual needs grew at the grass roots among teachers and principals in the mid-1960's. This discussion lead, in turn, to interest by the Department and permission to establish credit programmes in the high schools. Part A of H. S. 1 in the 1969-70 edition of that Regulation opened the door for schools to adopt non-graded organizations and credit systems for diplomas. Now, because of the prescription in the current edition of HS 1, all schools must shift to the new organization. At the same time, teachers feel pressure to a change of their teaching styles. Much of the pressure for innovation seems now to to coming from the Department of Education.

At this point in time, the primary responsibility for explaining changes in school programmes to the public rests with the Department of Education. The Department tends to pass this responsibility to local boards and to schools, but the Department is the agent of change. Let it explain! Innovation, promoted from a central agency, requires open commitment by that agency to the direction of change.

The consensus of opinion in a workshop held under the sponsorship of the Organization for Economic Co-operation and Development in 1969 on the management of innovation in education was that the strategy of innovation for a central agency should be similar to that in Sweden. This strategy was described as:

> a) Clear political decisions on the goals of the educational systems and the objectives to be achieved in each type of school;
>
> b) The refinement of those general goals and objectives into a working curriculum and study plan for each type of school;
>
> c) A programme of in-service training for teachers to assist the introduction of new curricula;
>
> d) A programme of Research and Development to support the policy of reform and innovation;
>
> e) A system of continual revision by which the curriculum and study plan for each type of school is constantly assessed in terms of its own objectives. [1]

When has there been a clear political decision or a clear statement on the goals of education and of the education system in this province? How many boards have involved significant numbers of teachers in in-service training programmes to prepare them for innovation?

We are particularly concerned over the first question. The lack of public understanding of change in schools is a basic problem in creating lack of confidence. The present Prime Minister, when Minister of Education, admonished trustees and educators for not doing the job of explaining to the public what their schools were doing and where they were going. We suggest that the government cannot pass the buck. They should explain very clearly what the

[1] The Management of Innovation in Education (Centre for Educational Research and Innovation, O. E. C. D., Paris, n. d.), p. 29.

direction of change is.

We accept and recognize that schools and teachers have some part to play and a responsibility in this area. Nevertheless, the direction of change and the pace of change, the matters of concern to the public, need to be explained. Responsibility rests with the Department which is giving that direction and attempting to set the pace. Much of the uncertainty among teachers follows from lack of understanding, a lack attributable in large part to the failure of local authorities to provide adequate in-service education. This lack of certainty also is one of the reasons for the inability of educators to communicate to the public what they are doing.

The weakening confidence in education is directly related to the lowered priority accorded it in obtaining resources. Other government services are making greater claims - and perhaps justifiably. The confidence in their efficacy is greater however. Certainty of the value of education was the major reason for giving it such a high priority in the mid-1960's. The public may well have now said silently. "Stop! Let us see where you are going". Accountability demands a clear statement of goals so that the public can see where education is going.

V Future Needs

In examining the needs of education in the future, we have tended to look at them from a school board level, rather than that of the province. We have categorized these needs as, first, the needs of the young people of this province who are below or of school age; second, the needs of young adults of this province; and, third, the needs of the teachers.

We would suggest that there are the following needs for the young:

1) The establishment of junior kindergartens and infant education programmes in more areas than at present. We feel that there could be a much higher level of success in schools if such programmes were established universally.

2) Day care centres should, perhaps, be attached to secondary schools, not only because of the usefulness to the community of such centres but because they might also serve, in part, for the operation of courses in parenthood education.

3) We feel that a longer secondary school experience for students presently in occupational and vocational programmes would be desirable. The Department, in HS 1 1972/73 has opened the door. "Student programmes of up to four years duration may be provided depending upon individual needs. Provision should be made for admission of students from special programmes in the elementary school. The credit definition on page 8 applies also to courses developed for occupational education. Credits earned in these courses will count equally with others towards the Secondary School Graduation Diploma."

4) We feel that in many areas of the province, compensatory education programmes for primary, junior, intermediate and senior students are desirable, and we see parenthood education in the secondary school as part of this.

5) An extension of remedial programmes to strengthen basic skills is needed at both the elementary and secondary levels.

6) The pressures and tensions of our society are such that we feel that additional special counselling and psychological services will be necessary in the schools. We also suggest that more school boards will have to employ social workers in order to intervene effectively in students' lives outside the school.

The first three needs outlined above all involve an increased enrollment in the schools. As the Committee is no doubt aware, when costs are examined in terms of the per pupil expenditure, this form of costing masks the major factor which is responsible for creating an economic burden in society, the total enrollment in the schools.

We see the following needs for young adults in society.

1) An increasing likelihood of high schools having to provide education for drop-in students, for students who have dropped out of school at some time after age 16 but who wish to return to school.

2) We feel that the high schools have a major role in continuing education. There is now a substantial adult education programme in most urban areas and in many rural boards in the province. Continuing and adult education was the most widely discussed topic in briefs to the Commission on Post-Secondary Education in Ontario. If the Colleges of Applied Arts and Technology are to fulfill this function, the Committee is no doubt aware that it will be very expensive. Cost data in the draft report of the Commission indicates that the operating costs for the CAAT's is double that of high schools in 1971-72 and may well continue at that level for all the rather hopeful projections in that report. It would be much less costly to provide much of this service in continuing education and adult education in the high schools. Some jurisdictions might consider converting some of their facilities into continuation high schools as enrollment pressures abate.

3) As part of adult education, we feel that parenthood and mothercraft courses might be operated in the high schools across the province. Compensatory education programmes in the schools need considerable reinforcement from the home environment and intervention in the

home is probably necessary in order to provide some students a chance of success in school and society.

We see the following needs for teachers in the next decade.

1) There will be need for in-service and retraining programmes operated by school boards and by the Department. Such programmes should have the highest priority and will involve the commitment of much more money than is presently being spent on personnel training. We see no hope of changes in the schools taking place effectively unless there is an expansion of such in-service training.

2) We feel strongly that during the 1970's teaching conditions should not be allowed to deteriorate. There are too many pressures for change on the class-room teachers. Tightening the student-staff ratios should not reflect themselves in a heavier workload for the teachers at a time when other pressures are growing.

3) Teacher salaries should rise in line with the salaries and incomes of others in the economy. It is clear that in 1972 the rate of inflation will be around 4% and very possibly it will be at the same level in 1973. It is also increasingly clear that it is difficult for governments to control inflation. One cannot expect teachers, and others working in education, to accept a gradual erosion of their real income during the 1970's. The Committee must recognize this as a legitimate need of the teaching force in this province.

In other words, the needs of society for the services of the schools are not going to decrease in the next decade. The Department of Education is already articulating some of these needs. Significant segments of the community are asking for other services.

Our outline of needs is a very conservative statement. We also feel that during the course of the next decade, the schools will become more and more involved in the lives of people in the community, and that people will be using their facilities far more. We suggest that school boards, who show their expenditures simply in terms of the broad functional areas, are doing the public

a disservice. It would be infinitely superior if some kind of programme framework were developed to show these expenditures so that the public may better understand them. Many teachers now feel that many expenditures by school boards are for purposes other than what used to be thought of as education and that these constitute a considerable burden in the total picture. A Programme Accounting and Budgeting System might well make many educational expenditures more intelligible. On the other hand, a PAB system, without a full Programme Planning Budgeting and Evaluation System, will not ensure better utilization of resources.

Recommendations

Legislative Grants

1. That the system of location and programme weighting factors be subject to continuous review by the Department of Education in consultation with the teachers' federations and other concerned parties.

2. That the Department of Education make available funds for compensatory education programmes. These funds would be distributed to school boards to fund, in whole or in part, programmes proposed by those boards to provide compensatory education.

3. That a special education weighting factor be introduced for occupational and vocational programmes at the secondary level.

4. That the present method of establishing the level of Recognized Ordinary Expenditure be continued so that it will be expressed as so many dollars per weighted student, either elementary or secondary.

5. That the present range of capital appurtenances approved for grant purposes be widened to recognize more realistically school board needs.

6. That the Committee study and report on the feasibility of the province approving presently unrecognized debt charges.

7. That all debenture issues by all school boards be subject to approval by the Ontario Municipal Board.

8. That expenditure ceilings for ordinary expenditures by school boards be removed.

General

1. That the Minister of Education and the Provincial Secretary for Social Development offer for public discussion a government position on the goals and objectives of elementary and secondary education and innovation in the schools indicating the priority level of these goals and objectives.

2. That the Minister of Education undertake a programme using all media to explain to the community at large in Ontario what the schools are doing and hope to do.

3 That the Committee undertake a study, in some boards of the province, of the expansion of educational services in the decade of the 1960's.

4. That the Committee undertake the research to establish an Ontario Education Price Index.

5. That the Committee undertake an assessment of community needs affecting elementary and secondary schools in the next decade.

6. That the Committee undertake an assessment of the need for personnel and for capital appurtenances for the elementary and secondary schools in the next decade.

7. That the Committee undertake a study of school plant needs for the next twenty years and of the present debt charge load of school boards to ascertain the likely burden of such capital costs in the next two decades.

8. That the Committee undertake a study of the feasibility of paying the whole approved cost of capital appurtenances from current revenues to the capital funds of the province rather than paying grants for approved debt charges and requiring school boards to debenture such capital expenditures.

9. That the provincial government establish and fund a School Finance Advisory Committee with representation from the Treasury Board, the Department of Education, the teachers' federations and affiliates, the Ontario School Trustees' Council and the Ontario Association of Educational Administration Officials.

10. That school boards encourage the development of different types of schools within their jurisdictions so that parents and students may have a choice of schools from a range of "hard" and "soft" schools, academically-oriented, arts-oriented or practically-oriented schools.

11. That school boards be required to publish, by June 15, estimates of expenditure for the current year in at least as much detail as that required in the G50 forms returned to the Department, together with their audited statements for the previous year.

A Brief

submitted to the

Committee on the Costs of Education in the

Elementary and Secondary Schools of Ontario

by

The Ontario Music Educators' Association

March 31, 1972.

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The Ontario Music Educators' Association believes that the aesthetic development of the child is of paramount importance in the educational process. While we recognize the contributions of music as a means of communication, as a science, as a socializing experience, as a healthful activity, or even as a medium for entertainment, its undeniable claim for inclusion in the curriculum - and in adequate proportion - must be based primarily on its potential for satisfying a basic human need for beauty. Music provides the humanizing influence which will be needed more and more as society becomes highly automated. In this process, we believe, the role of music in education is unique.

We seek, therefore, to ensure that every child in Ontario shall have the opportunity through music to develop, to the highest possible level, the aesthetic potential with which every human being is endowed. Our first task is to organize a favourable musical environment within a curriculum which provides varied, significant and cumulative experiences which result in a heightened sensitivity to music as an art. As a complement to the general program we must provide specialized and more refined experiences according to their individual needs, interests and abilities.

COMMENTS ON EXISTING PROGRAMS

INSTRUCTION IN THE ELEMENTARY SCHOOL

Basic musicianship must be developed in the early years. This is borne out by the success of Orff (Germany), Kodály (Germany), and Suzuki (Japan) who have received international acclaim for their work in Music Education.

The music instruction in the early years requires an expertise that is rarely found in the general classroom teacher. Since most of these classroom teachers have not developed those competencies which they should be passing on to their students, they either avoid a cumulative reading program and substitute with a fun and recreation period, or they opt out entirely by devoting the time to some other subject. We must emphasize that it is most often in the elementary grades - when the largest number of students is affected - that the shortcomings are most serious.

In our system we have attempted to reinforce this inadequate instruction with the assistance of supervisors, consultants or itinerant teachers. Occasional visits by these specialists do not make up for the day-to-day work which is needed in order to develop a musical literacy for all children. Unfortunately, these occasional visits are the only truly instructional periods that many students receive and, in most cases, withdrawal of this specialist support would be tantamount to denying the minimum instruction that they now receive.

Rotary teachers are often used in the intermediate and senior grades of elementary school. Usually these teachers are assigned because they have demonstrated a special competence, and teach music at several grade levels within one school. This is a much better arrangement for teacher and student, but it should be extended into the primary grades in order to help the student realize his full potential in music.

Credit must be paid to those part-time and partially trained teachers who have contributed to the development of the music program in education thus far. The present complex deployment of personnel is obviously a patchwork system evolved over a period of time to meet immediate needs. It was often necessary because competent music teachers were either unavailable or in short supply. Further patching of such a system cannot achieve desired results. The proposed deployment of personnel, which has at its foundation the competent music teacher, will achieve superior results and be more efficient from an economical point of view. (See Chart #2)

The goals and objectives in music education will only be achieved through competent teaching in the early years. For years we have tried in-service training and numerous other short-range programs. Ultimately, we must establish teacher education programs and policies that will bring competent music teachers in day-to-day contact with our Elementary students. When this is accomplished, the need for large numbers of consultants and supervisors will virtually disappear. (See Recommendations #1, 2 and 3).

INSTRUMENTAL AND VOCAL PROGRAMS IN SECONDARY SCHOOLS

Beyond any doubt, the instrumental music programs in secondary schools represent the most significant advance that we have experienced over the last twenty-five years and indeed, one of the most exciting developments in the entire educational system of Ontario. Under no circumstances should we consider reverting back to a passive "music appreciation" after witnessing the tremendous benefits of students learning music as active performers.

While instrumental music programs are somewhat more costly than vocal programs, we do not believe that undue emphasis should be placed on this point since the cost of non-salaried items represents only a small percentage of any educational budget. (See Recommendation #10).

We believe that costs for instruments and equipment could be more carefully controlled without adversely affecting the quality of work. Spending guidelines based on a "per pupil formula" should curtail those teachers who have tendencies towards extravagance and at the same time provide flexibility for teachers to exercise personal preferences for the type of instrument or equipment. However, it is false economy to think that the purchase of cheaper instruments will result in a savings over an extended period. Maintenance and service should also be included in the projection of costs. (See Recommendation #6).

Instrumental music teachers should make a greater effort to encourage students to purchase their own instruments.

SPECIAL PROJECTS

Special projects which bring professional performers, composers and artists into our schools and classrooms are deserving of support as are those field trips which take groups of students to concerts, operas, ballet and theatrical performances. However, they cannot substitute for the day-to-day performance programs in which students are the active participants.

RESEARCH PROJECTS

The OMEA has a high regard for research and is pleased that research funds are not allocated only to OISE but are also available to persons or groups who wish to submit proposals of their own. To date, research funds invested in music have been minimal, but we look forward to greater involvement in the near future. (See Recommendation #7).

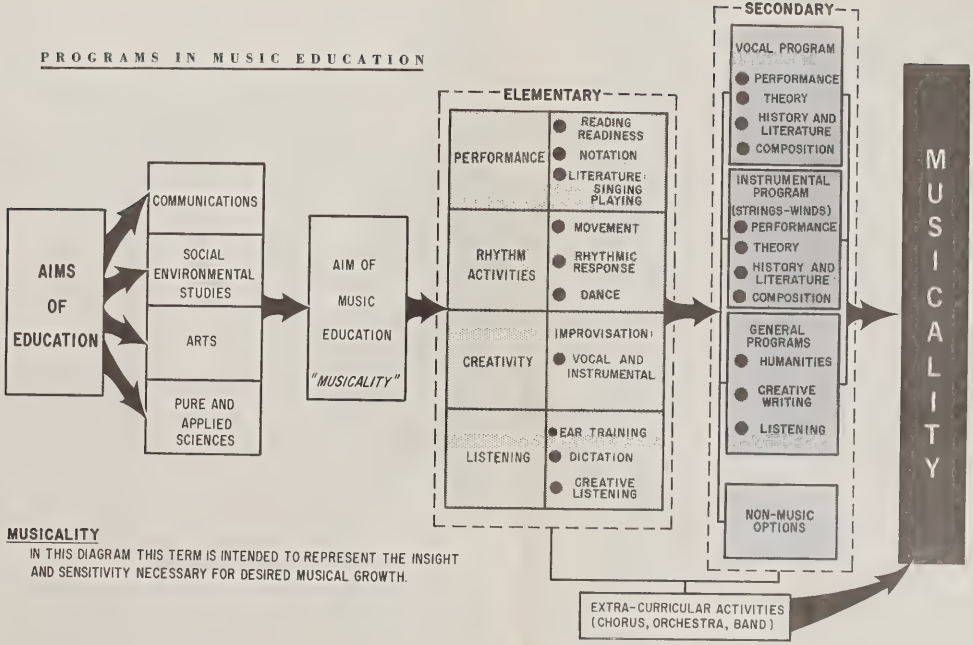
EDUCATIONAL TELEVISION AND OTHER FORMS OF MEDIA

The substantial expenditures of funds for television and media have not assisted music teachers in any significant way. If there is a proportionate amount of support which should be directed to our subject area, we have not, as yet, experienced the benefit of it. Therefore, any reduction of costs in this operation would not adversely affect our programs. (See Recommendation #8).

DEVELOPMENT OF NEW PROGRAMS

It is our belief that changes in society will demand changes in our educational system and certainly music can play an important role if the resources are made available. We should like to develop more diversity in our offerings so that the individual needs, interests and abilities of each student can be accommodated. Perhaps these changes will take the form of supplementary activities or adjuncts to existing programs; e.g., creative work in electronic music is a splendid program for individual students but quite impractical for large group instruction. (See Recommendation #10).

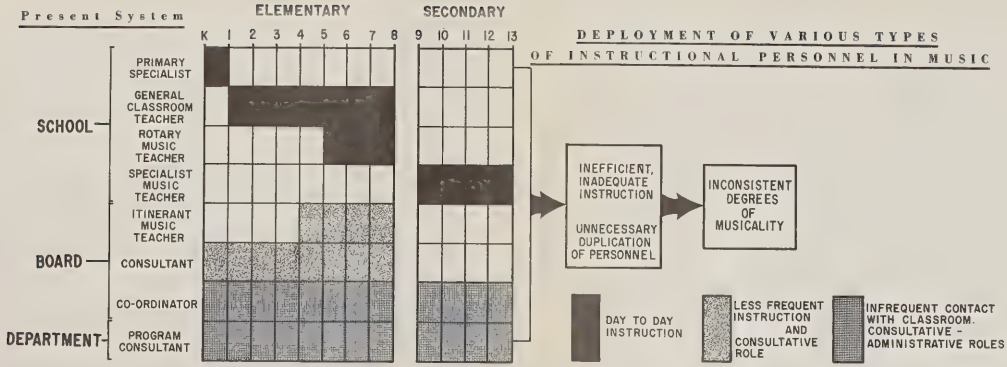
PROGRAMS IN MUSIC EDUCATION

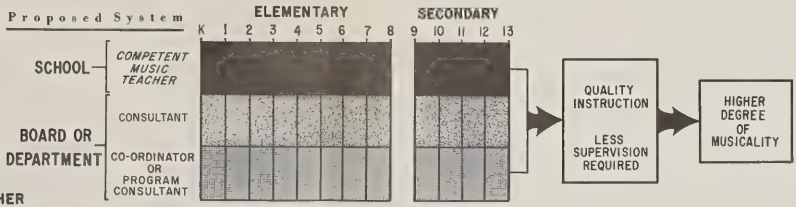


MUSICALITY

IN THIS DIAGRAM THIS TERM IS INTENDED TO REPRESENT THE INSIGHT AND SENSITIVITY NECESSARY FOR DESIRED MUSICAL GROWTH.

DEPLOYMENT OF VARIOUS TYPES OF INSTRUCTIONAL PERSONNEL IN MUSIC





COMPETENT MUSIC TEACHER

THE TERM "COMPETENT MUSIC TEACHER" ALLOWS FOR VARYING DEGREES OF SPECIALIZATION, NEVERTHELESS IT IMPLIES AN EXPERTISE APPROPRIATE FOR THE PROGRAM TO WHICH THE TEACHER IS ASSIGNED.

PROGRAM PRIORITIES

1. The Elementary School Program.

2. The Secondary School Vocal and Instrumental Programs.

3. Instrumental Programs in the Elementary Schools.

4. Other programs, including "General" or "Humanities" Programs in the Secondary Schools.

5. Extra-curricular programs.

6. Supplementary Programs including opera, ballet, concerts and recitals.

PRIORITIES FOR INSTRUCTIONAL SUPPORT

1. Competent music teacher in the elementary school classrooms.

2. Music Specialist in the secondary schools.

3. Instructional supervision.

   (As long as the general classroom teacher is given the responsibility for the musical instruction in the elementary schools, the help of consultants and supervisors must be placed high on our list of priorities. When the instruction is given by a competent music teacher, there is much less need for supervision.)

4. Itinerant instrumental instructor in the elementary schools.

5. Composers, professional artists and concert groups involved in supplementary programs.

6. Research.

7. Educational television and other media.

RECOMMENDATIONS

1. In order to fulfil our obligations to the students of Ontario, we must place competent music teachers in the elementary school classrooms. This will require drastic improvements in our present teacher education policies.

2. In order to implement recommendation (1) above, financial incentives should be introduced in the form of weighting factors in the Grant Plan so that school boards are encouraged to employ such qualified music personnel.

3. We recommend a complete study of instructional supervision presently operating at the school level, the board level, and at the Ontario Department of Education level. There are indications of much overlapping and unnecessary duplication.

4. In every elementary school there should be one fully-equipped music room to ensure maximum utilization of such equipment as: piano, sound equipment, records, charts, songbooks, classroom instruments.

5. Open area schools must be provided with a self-contained music room that is isolated from the sounds of the rest of the school. This is essential because of the very nature of music study and in order to control the learning environment for the other subjects also.

6. We welcome the idea that music programs be budgeted either by program costing or on a cost-per-pupil formula. However, if costs are determined by these procedures, adjustments should be made when such costs are actually supporting both curricular and extra-curricular programs.

7. We support the idea of research funds for long-range improvement in our educational system. It should, however, be made available to groups or individuals on a competitive basis according to the quality of the proposal.

8. We recommend a reasonable allocation of funds for educational television and other media. These funds should be allocated in such a way that each subject area receives a proportionate amount of support from media projects.

9. We recommend that the large number of students enrolled in extra-curricular performing organizations should be included in determining the pupil-teacher ratio for music teachers.

10. The system of financing education in the future should be flexible enough to permit experimental programs, pilot projects and other innovative programs without our having to sacrifice the existing programs which have already demonstrated values and strengths.

OMEA COMMITTEE ON THE COSTS OF EDUCATION IN THE ELEMENTARY AND SECONDARY SCHOOLS OF ONTARIO

Elementary Level

(Mrs.) Dorothea L. Mascioli - Music Supervisor, Timmins District R.C.S.S. Board.

John M. McGuigan - Music Chairman, Milneford Junior High School, Don Mills, Ontario.

Secondary Level

Carman Milligan - Music Head, Ottawa Technical High School.

Brian Rose - Music Head, Danforth Technical School, Toronto, Ontario.

Teachers' College

(Miss) Hilda Borman - Master, Hamilton Teachers' College.

College of Education

James H. White - Professor and Head, Music Education Department, Althouse College of Education, London, Ontario.

University Level

Robert Rosevear - Professor, Music Education Department, Faculty of Music, University of Toronto.

J. Paul Green - Chairman, Music Education Department, Faculty of Music, University of Western Ontario.

Administrative Level

Harvey Perrin - Director of Music (ret.), Toronto Board of Education.

Garfield Bender - Supervisor of Music, Waterloo County Board of Education.

Ex Officio Member

James Maben - President, Ontario Music Educators' Association.

GLOSSARY

SCHOOL LEVEL:

1. Primary Specialist - Specialist teaching Kindergarten and Grade 2.

2. Classroom Teacher - General Teacher (usually teaching all subjects) from Grade 2 to Grade 8.

3. Rotary Teacher - Special Music Teacher or Music Specialist rotating from class to class within a school usually at the Grade 7 and 8 level.

4. Music Specialist - Music Specialist usually teaching from Grade 9 to Grade 13.

BOARD LEVEL:

1. Itinerant Teacher - Special Music Teacher or Music Specialist rotating from school to school, usually at the Grade 7 and 8 level.

2. Music Consultant - Music Specialist rotating from school to school as a resource person for the classroom teacher (K-8) or, on occasion, for the Music Specialist (9-13).

3. Co-ordinator - General Administrator of a music program at the board or county level.

REGIONAL LEVEL (Ontario Department of Education):

1. Program Consultant - Music Specialist who serves as a resource person for all teachers within a region.

A Submission to the Committee on the Costs of Education

OTF
Ontario Teachers' Federation

A Submission to the Committee on the Costs of Education

Prepared by

the

Ontario Teachers' Federation

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INTRODUCTION

In the fall of 1971, the then Minister of Education for Ontario, the Honourable Robert Welch, announced the appointment of a government committee to study the costs of education in the elementary and secondary schools of the province. From the announcement, it is understood that the Committee's work will include:

- a full review of the costs of education in relation to the aims, objectives, programs, and priorities of the educational system;
- an evaluation of the educational programs of the province, taking into account the requirements of the present day;
- an examination of the present grant plan; and
- an examination of the implications of the provincial ceilings on expenditures of local school boards.

The Ontario Teachers' Federation appreciates the invitation to submit views and material on matters within the Committee's terms of reference and, accordingly, has prepared this document. The Federation has purposely not attempted to develop statistical data and dollar cost comparisons in its presentation since such information, if of value, will no doubt be obtained by the Committee in its work; rather, an effort has been made to go beyond what are often called "cold hard figures" and to focus on the nature of the elementary and secondary educational system in Ontario and to extract the real problems which, if solved, would tend to make the question of costs more

readily answerable.

The establishment of the Committee to Study the Costs of Education is but one of a number of indications of a growing concern about the amount of money being spent for public education. The cost of any enterprise, whether public or private, is a major factor in the decisions made with respect to that enterprise.

In the private sector, where profit is often the motivating factor, the costs are weighed against income to determine the point at which the operation loses viability. This comparison is usually made in dollar terms by the firm's accountants and presented to the board of directors for subsequent decision and action. These actions are later vindicated or repudiated at an annual meeting of the shareholders. The ease with which such decisions can be made is often related to the clarity of the objectives of the enterprise. If profit is the sole objective, the decision is relatively simple, although even then a firm rarely goes out of business at the first deficit return. Patterns of past performance as well as projections of future expectations become part of the decision-making apparatus. The inclusion of such objectives as employee benefits and employer prestige shift the matter from a simple cost versus expenditure situation to a more complex decision-making process.

In the public sector, the situation gives rise to greater complications. For example, it is more difficult to be certain that the stated objectives of a given organization are, in fact, the real ones and all of the ones the public wants. One of the first tasks is a determination of who should establish the

objectives for a publicly-operated system.

An initial response may be that surely the people who know most about education ought to make such decisions. Nevertheless, when one remembers that every parent must send his children to school whether he wants to or not and that these schools are financed from public revenue, one is more inclined to accept the fact that the objectives of the school system should be determined on a very broad basis.

Then it would seem that the public should have a strong voice in making such decisions. Since this is much more easily said than done, and since it is a very slow and laborious process, the job is often undertaken by the professional educator with some kind of token appraisal requested of the public.

The strength of such an approach lies in the ease and efficiency with which it can be executed. The weakness lies in the fact that disapproval is not likely to be evidenced until a strong head of steam of hostility has been generated. This, at least to some degree, seems to be the position in which education finds itself today.

The basic question then becomes: how can a public as large as that found in the Province of Ontario participate in determining the overall broad objectives and parameters for its educational system?

The Committee may feel an obligation in its studies to produce factual statements on costs and benefits which will help satisfy the public's outcry that the costs of education are too high. These and the other tasks of the Committee,

as detailed in its terms of reference, are excellent, particularly from a management standpoint, and are probably long overdue; however, the more basic problems must surface and be given extensive consideration if optimum and lasting benefits are to be realized.

WHAT ARE THE PROBLEMS?

Costs cannot be examined in a vacuum. An intelligent assessment of the willingness to assume costs must be regarded within the context of two questions:

(1) What benefits do such costs propose to provide?

(2) What alternative services could be purchased for the same investment?

The task of the entrepreneur then becomes one of ensuring that the benefits he proposes are the benefits wanted by the consumer and that those benefits occupy high priority with respect to other services or benefits available to the consumer at comparable cost. This, in effect, is the role played by the Department of Education when it appears before the Treasury Board and the Legislature to claim its portion of the provincial budget. This role has become increasingly difficult of late and has resulted most recently in the establishment of cost ceilings on educational expenditures. The overwhelming support given to the party proposing this action tends to lend credence to the fact that the consumer was unhappy with the direction expenditures had taken in the educational field.

One must be careful, however, not to assume that this is the best solution or the one most favoured by the public. In the absence of alternatives, it should only be accepted as an immediate solution.

It is for this reason that the Ontario Teachers' Federation was pleased to see the establishment of the Committee on the Costs of Education and gladly

accepts this opportunity to make a presentation. The Federation sees two basic problems which must be resolved before any lasting solution can be attained:

(1) The failure of the system both to set realistic objectives and to measure the effectiveness with which those objectives are being met in terms that can be understood by the public being served and by those responsible for the system's operation.

(2) The gap in communications and involvement between the school and the public which appears to be widening rapidly.

The word "objectives" has appeared and will continue to appear many times in this document. The type of objectives being referred to are the school system objectives as opposed to the detailed instructional and lesson-planning objectives which are found in the classroom and in the individual school. A school system objective in the area of communication skills could be that students develop their communication skills, i. e. reading, writing, and speaking, to a certain level at a certain time or, in the area of personal development, that students develop an acceptance of responsibility for their own health and for the protection of the health of others. It is in determining the school system objectives that the needs and desires of the public should be met. In setting the methods, programs, and instructional objectives for achieving these broader system objectives, it is the professional educator's input that is essential.

The second problem stated above results in part from the first. If objectives

are to be established which will meet the public's needs and desires, this will necessitate an intricate network of communication and involvement at the local level. The problem of costs then falls into its proper place. Instead of becoming a determinant of the program offered, it becomes the portion of total resources which the public is prepared to allocate for specific recognized benefits in relation to alternative services or benefits available for the same investment.

The Federation hopes that the Committee will recognize these two basic problems as being crucial and of top priority. Other concerns will then take on a proper perspective and may be more readily rectified. The following body of the Federation's submission deals with these two main problems.

INDICATIONS OF THE PROBLEMS

There are several visible indications of the two basic problems cited earlier.

(1) The public feels that it is spending too much on education.

(2) The public is not certain that the schools are doing the right things.

(3) The public questions the judicious spending of the money which it is investing in education.

(4) Recent actions on the part of the government such as the establishment of the "Educational Resources Allocation System" project, the special committee studying "Evaluation", and the "Committee on the Costs of Education" tend to underline the public's feeling that all is not well within Ontario's educational system.

(5) The recent imposition by the province of the expenditure ceilings for local school boards indicates a government reaction to public pressures concerning the costs of education.

(6) The aims of many public services such as roads, health, police protection, public works, etc. can be reasonably defined, and, once defined, there are rather obvious ways of evaluating the effectiveness of the programs set up to achieve those aims. Unfortunately, education seems to lose out on both counts.

(7) Special costly studies such as the Hall-Dennis Report have not resulted in any definite and adopted statements, plans or actions by the government.

(8) It appears to many that educators have built a wall which tends to shut out the public.

All of the preceding indications could be expanded; however, numbers (1), (2),

and (3) are perhaps the most widespread. The reasons for this are noted below.

The public feels that it is spending too much on education

(a) Until very recently, most of the revenue for elementary and secondary public education was raised by the property tax. Even in those communities where a small percentage of education costs was paid through local taxation, the effort required to raise that money was as great as that in areas where real property assessment accounted for a significantly larger amount of revenue. The visibility of this form of taxation is reflected both in the effort required to raise money through a mill rate on equalized assessment and in the fact that property tax is usually paid in large sums a few times during each year instead of a little at a time on an almost daily basis as in the case of the sales tax. Since education is the largest single expenditure from the realty taxation source, it has commanded the greatest criticism.

(b) In the early days, a single school served a community and was within walking distance of any part of that community. Now, increased urbanization and the recent establishment of larger administrative jurisdictions have created a feeling of alienation between the school and the community. Centralization of school services and facilities may have provided wider educational offerings, but part of the price for such a change has been a rapidly declining interest on the part of the public, climaxed by actual hostility between the larger community and the educational system.

(c) Another fact that may have contributed to the public's feeling of over-spending on education is the tendency of the component groups within the educational system to take their differences to the public media. Trustees and teachers air their differences in newspapers and on television, each vying for public support for their cause. Municipal leaders oppose trustees publicly in their condemnation of the building of large administrative "monuments". Each group, in seeking public support for its cause, tends to cause a breakdown of confidence in the system as a whole and to focus attention on educational spending in a negative light.

(d) It has become somewhat fashionable and highly acceptable for editorial writers and others who influence public opinion to pit themselves against "the establishment". The establishment is rarely defined in precise terms but has become synonymous with anyone who disagrees with "our" point of view. Big business and large organizations of every kind have become the target of the "little man". Although this approach is not rational, it has succeeded in raising emotional responses from the public. This has been done with respect to education and has tended to add to the feeling that "little people" bear an unjust portion of the support of large enterprises.

(e) The speed, forthrightness, and finality with which some political decisions have been made in recent years may also have contributed to this feeling. Smaller school boards were amalgamated over a very

short period of time into larger units of administration, with a minimum of consultation with the people concerned. This decision, however justifiable, resulted in extensive school construction and bussing operations, two aspects of educational spending which are highly visible to the community. The lack of adequate consultation, communication, and phasing operations in implementing this decision may well have occasioned a general feeling of unnecessary public expenditure.

(f) People are prepared to make considerable investments in areas that support or extend their sets of values. It is readily recognized that, in many ways, we are living in a period of transition. This is true with respect to values. Many adults do not subscribe to the new sets of values apparently held by many young people, and yet it is the adults who are the rate-payers. They see themselves maintaining expensive institutions which, in their eyes, have become the spawning grounds for unacceptable ideas. This may not be a defensible position, but lack of rationality does not necessarily influence the "feeling" that people engender. Because schools are the places where young people are found, they tend to blame the school for such social problems as drug abuse, violence, etc. The correlation between schools and such problems may be high, but this is no way proves a cause/effect relationship.

(g) Another factor, which may be more real than some of the others noted, is the increased ratio of children to adults in our society. This has

occurred for several reasons. The post-war baby boom has increased the absolute number of children and young people. This has been intensified by the extension of the period of childhood in recent generations and by the tendency toward longer periods of publicly-supported education. The result, then, comparatively speaking, is that an ever-decreasing group of adults is paying for the educational maintenance of larger and larger numbers of children and young people.

(h) The aforementioned situations would have been sufficient in themselves in contributing to the development of a feeling among the public that too much is being spent on education, but added to these is a factor perhaps beyond the control of anyone or any group, and this is the economic recession of the past few years. We are experiencing very high levels of unemployment, a fact which strongly contradicts the past claim of education that the longer one remained in school the more likely one was to obtain good and continuing employment. The claims of the school have consequently been discredited in the mind of the public.

(i) Finally, the public is beginning to object quite strenuously to public spending at all levels and in all areas. Education is but one of them.

<u>The public is not certain that the schools are doing the right things</u>

(a) Schools are doing different things than were done when many of the present rate-payers went to school. These different things, e.g. field trips, driver education, sex education, greater emphasis on music, art, drama, and athletics, etc., do not fall into the category of what

was once understood as education.

(b) The things that were considered important in earlier days, such as reading, writing, and arithmetic, seem to have fallen into disrepute with educators - or at least are played down.

(c) The whole ethic of work versus enjoyment is being questioned in the school. Many adults have difficulty understanding the new priority being given to the enjoyment factor.

(d) The recent shift in emphasis from the preparation for life's work to the preparation for life has left many adults doubtful, troubled, and confused.

(e) In many cases, the parents in a community are themselves as educated as, if not better educated than many of the teachers in the schools. They are not nearly as ready to accept, as they once were, that the teacher actually knows what he is talking about.

(f) Since longer periods of education are not necessarily providing better jobs or continuing employment, but appear in some instances to have "outpriced" a person from some types of employment, the public may be concluding that too much education is a drawback rather than an asset.

(g) Evaluation and reporting in schools are being done on a different basis than that experienced by most adults. Some feel that the new systems

are evading the real points, e.g. grading or percentages versus anecdotal reports. New systems may be considering the needs of the child but not always the expectations of the parent and rate-payer.

The public questions the judicious spending of the money which it is investing in education

(a) School buildings and furnishings seem too extravagant to many rate-payers. Time is not taken to acquaint the public with the efficiency and ultimate benefits and possible economies represented in the decisions made.

(b) Large administrative complexes seem unwarranted and often too opulent. Again, lack of communication could be the problem.

(c) Larger administrative divisions produce budgets in the millions, amounts which stagger the average rate-payer.

(d) News media sensationalize the salaries being paid to top educational officials without indicating the scope of their responsibilities as administrators.

(e) Stories of "waste", such as the replacement of textbooks, too often appear imprudent in the eyes of the rate-payer.

(f) The increased size of school boards has added a level of mistrust engendered by any bureaucracy.

(g) Schools have failed to specify the results of their operations in terms

that can be understood and gauged by the public. Hence, the public has no way of knowing whether it is getting value for what is considered to be a tremendous expenditure.

The educational system has been the subject of many changes in the past decade, with no proper attempt being made to inform and to involve the public and, in particular, the parents.

Who would dare to speak out when uncertain as to what the goals should be? Certainly, very few within the system. The majority likely feel somewhat insecure and, as a result, may be inclined to construct a variety of protective devices. Fitting this into the traditional authoritarian structure, it is obvious that the system will be hypersensitive to any outside pressure for change.

The points listed on page 8 may be regarded as indications of the existence of serious problems in education. Perhaps the most obvious search for solutions would lead one to deal with each indication or piece of evidence as a problem in its own right. The consequence of that approach would be the definition of a large number of solutions, each designed to answer one specific problem.

An alternative approach, and the one selected by the Federation, is to search for an underlying cause which is common to all indications. This brings us back to the two main problems. The Federation believes that the public attack on costs stems largely from the confusion and frustration created by

the real problems:

(1) The failure of the system both to set realistic objectives and to measure the effectiveness with which those objectives are being met in terms that can be understood by the public being served and by those responsible for the system's operation.

(2) The gap in communications and involvement between the school and the public which appears to be widening rapidly.

Both problems seem to point to a return to the "grass-roots" level and to the involvement of rate-payers in determining the direction to be taken by their schools. In this way, there is some possibility that school programs will reflect the needs of the public being served. This should reduce both misunderstanding and the dearth of information available with respect to the bases on which many decisions are made.

There is no way of knowing whether such an approach will either increase or decrease the expenditure on education. What it should do, though, is (1) provide a rational basis for decision-making founded upon the public's desires for the system; and (2) narrow the existing school-public communication gap.

RECOMMENDED SOLUTION

A changing society should periodically examine its institutions to determine their relevance under new conditions. The system of elementary and secondary public education in Ontario is currently being subjected to such an examination, and the resulting dissatisfaction is being expressed quite clearly. Unfortunately, what are not being expressed so clearly are the public's expectations of its educational system. Many who voice dissatisfaction propose conflicting solutions; worse, some propose no solutions at all. Consequently, there is a sense of malaise within the system itself. The old near-certainties which were held concerning goals and methods have largely disappeared from view, but nothing has replaced them. The system seems to have lost its sense of direction.

The Federation believes that the key to the solution is to have the people of Ontario give clear direction on what they want their schools to accomplish.

Education is both too important and too demanding on public funds for its direction to be left in the hands of any one group with its vested interests. The impracticality of directly involving the entire populace in the task of determining objectives means that a method must be developed which assures the emergence of ideas and opinions which truly represent the educational needs and desires of the entire spectrum of society in Ontario. To achieve this, the Federation feels that it is imperative to have input from the "grass-roots" or "local community" level. In addition to input from this level on the basic objectives of education, there should also be a means for the same

"local community" level to be able to study and to react to the analysis and consolidation of similar data obtained from all "local community" levels within the province.

The Federation is pleased to see the effort to date of the Department of Education in encouraging school boards to involve parents, students, and teachers in certain areas. We understand that some boards have set up the recommended local advisory committees and are already involving members of the community in discussions of school objectives. Recent Department memoranda on such subjects as HS 1 and the OSR Cards suggest that the public be informed. The Federation's following recommendation is based, in part, upon similar involvement and communication with the public.

The Project

We will now become more specific and for the purposes of this submission, we will refer to the scheme being recommended as the "Project". Our suggestions regarding the nature of the Project are listed below in point form.

(1) The Project's aim is twofold: (a) to allow the people of Ontario, using the support and services of their local school board and the provincial government, to develop the objectives for the elementary and secondary educational system in Ontario; and (b) to narrow and, hopefully, eliminate the school-public communication gap.

(2) The initiative for developing, implementing, and overseeing the Project should be undertaken by the Government of Ontario. As to which Department, Committee or Minister it should be assigned, we feel the Government can best decide.

(3) The initial task at the Government level should be that of research, leading to the development of the Project outline and its implementation and operational schedules.

(4) The key to the Project is the establishment of truly representative "local community" groups which will provide the type of input mentioned previously in this section. Such local groups could be formed for each school or for a grouping of schools within one board or district. It would be desirable for both public and separate schools and their respective boards to work together if possible, particularly at the overall board council group level as described in point (8) following. However, if the public and separate school boards wish to work independently of each other, this should not hinder the ultimate outcome of the Project.

(5) The size of each local group could vary, but in order to ensure the complete representation which is necessary and to remain workable, each group will likely consist of not less than twelve people and not more than twenty-five.

(6) The composition of each local group should include:

(a) rate-payers who are parents with children enrolled in the system and who represent the various income, occupation, and ethnic levels within the school community;

(b) rate-payers who do not have children enrolled in the system and who again represent the various income, occupation, and ethnic levels;

(c) business and professional people who own or operate a business concern in the school community;

(d) a teacher or teachers who work in the school community;

(e) a trustee or trustees from the local school board;

(f) a member or members of the local school board's administrative staff; and

(g) a student or students from the local school system.

The governmental body overseeing the Project could specify guidelines for some of the above selections. For example, it may be desirable to have representation from service clubs, local youth groups, communications media, local cultural and recreational associations, labour unions, farm associations, pre-school and adult education groups, etc. The main point to be observed in soliciting and choosing members for a local group is to ensure that the group will encompass as great a diversity of opinion as possible.

(7) The local groups would receive Project orientation and other training, possibly through a given number of representatives from each group meeting at workshop sessions with representatives from other groups. This orientation and training in the process of determining objectives would be organized and provided by the governmental body overseeing the Project.

(8) The local groups within a school board's or district's jurisdiction could form a council made up of a given number of representatives from each local group. This body would be responsible for directing and overseeing the Project from the overall school board's standpoint and would be the communication channel between the governmental body, the school board, and the local groups. (For a diagram of the Project's various activity levels, see Appendix A, on page 28.)

(9) The primary roles of the local groups would include:

(a) determining the needs and desires of their community for the elementary and secondary educational system;

(b) reporting data gathered and opinions reached to their overall board council group; and

(c) studying and re-examining data received from the work of other local groups as directed by the overall board council group and, in the later stages, as directed by the governmental body.

(10) The primary roles of the overall board council groups would include:

(a) assisting the local groups with problems encountered;

(b) overseeing the activity of the local groups to ensure that the work is being done and that deadlines will be met;

(c) handling communications and the passage of data to and from the governmental body;

(d) reporting of data gathered and opinions reached to the governmental body;

(e) breaking down the objectives as outlined by the governmental body into sub-objectives and terms which can be understood by the public in the school community; and

(f) improving the school-public communications.

(11) The primary roles of the governmental body would include:

(a) planning the implementation and operational schedules for the Project;

(b) assisting the local groups by (i) preparing various guidelines and outlines of possible techniques which may be employed in their work; and (ii) conducting orientation and training workshops;

(c) analyzing the data and opinions as reported by the overall board council groups and resubmitting materials to the local groups for further study;

(d) encouraging and, if possible, implementing the various supporting research activities recommended in a following section of this document;

(e) funding the Project at all levels; in examining the Project's operation and related costs, consideration should be given to providing staff from the governmental level to assist in carrying out the work of local and overall board council groups; and

(f) issuing, at the conclusion of the Project, a report outlining the objectives of the elementary and secondary educational system in Ontario.

It should be emphasized that the function of the Project is purely an advisory one and that the responsiblity for decisions regarding the educational system in Ontario lies entirely with the locally elected boards of trustees and the provincial government.

For an outline of a possible time schedule for the Project, see Appendix B, on page 29.

OTHER RECOMMENDATIONS

The role to be played at the provincial government level in the "Project", the Federation's major recommendation, is considerable; however, there are other areas where work should continue or be started. Such work may be carried on separately from the Project itself but in nearly all cases will be beneficial in some form to the Project and the accomplishment of its aims. For example, research studies on "a twelve-month school year", "pre-school education", "performance contracting" or "student evaluation" could provide information and answers regarding questions which may arise out of the Project. If the recommendations of the Project's local groups are to be practicable and of a nature which can result in reasonably prompt action, then it is important that these groups be informed and that studies into alternatives and their problems be underway if not already completed.

Set out below are the Federation's additional recommendations. Numbers (1) and (2) complement the Project in a fairly direct fashion; numbers (3) and (4) are more independent of the Project but are of equally high priority as the Project itself.

(1) The provincial government, through the Department of Education, should ensure the continuation and completion of these present projects:

the "Educational Resources Allocation System" project;

the "Evaluation" study project; and

the "Committee on the Costs of Education" project.

The development of a Planning, Programming, Budgeting, and Evaluation System (PPBES) for local boards, as being undertaken in the first of the aforementioned three projects, will enable decision makers to look at the cost/benefit equation of school programs, to measure the effectiveness of school programs in the light of stated objectives, and to seek and study alternatives.

(2) If not already underway, research studies should be planned to examine:

- the feasibility of having a multiplicity of educational philosophies, objectives, and programs within the province. For example, if forty percent of the public desire one set of objectives, and sixty percent desire another quite different set, then could some schools or portions thereof be designated as catering to the forty percent group and other schools or portions thereof as catering to the sixty percent group?
- the feasibility of differentiated staffing;
- performance contracting;
- twelve-month school year;
- pre-school education;
- teacher selection and training;
- use of teacher aides;

- optimum class size;
- total community use of schools;
- educational requirements specified by employers versus those that are essential for employment;
- teacher accountability in conjunction with parent responsibility;
- home and other environmental influences on children; and,
- ways of attending to the language handicap of new Canadian students and the integration of these students into the school system.

(3) The Department of Education, trustees, and teachers should attempt to show more restraint in the public criticism of each other and should develop a more co-operative position.

(4) Trustees and school board officials should attempt to involve parents, students, and teachers in the planning process at the board level. Besides gaining valuable input and also making parents, students, and teachers more responsible, this approach would help bring the parties together into a more harmonious, understanding, and co-operative group.

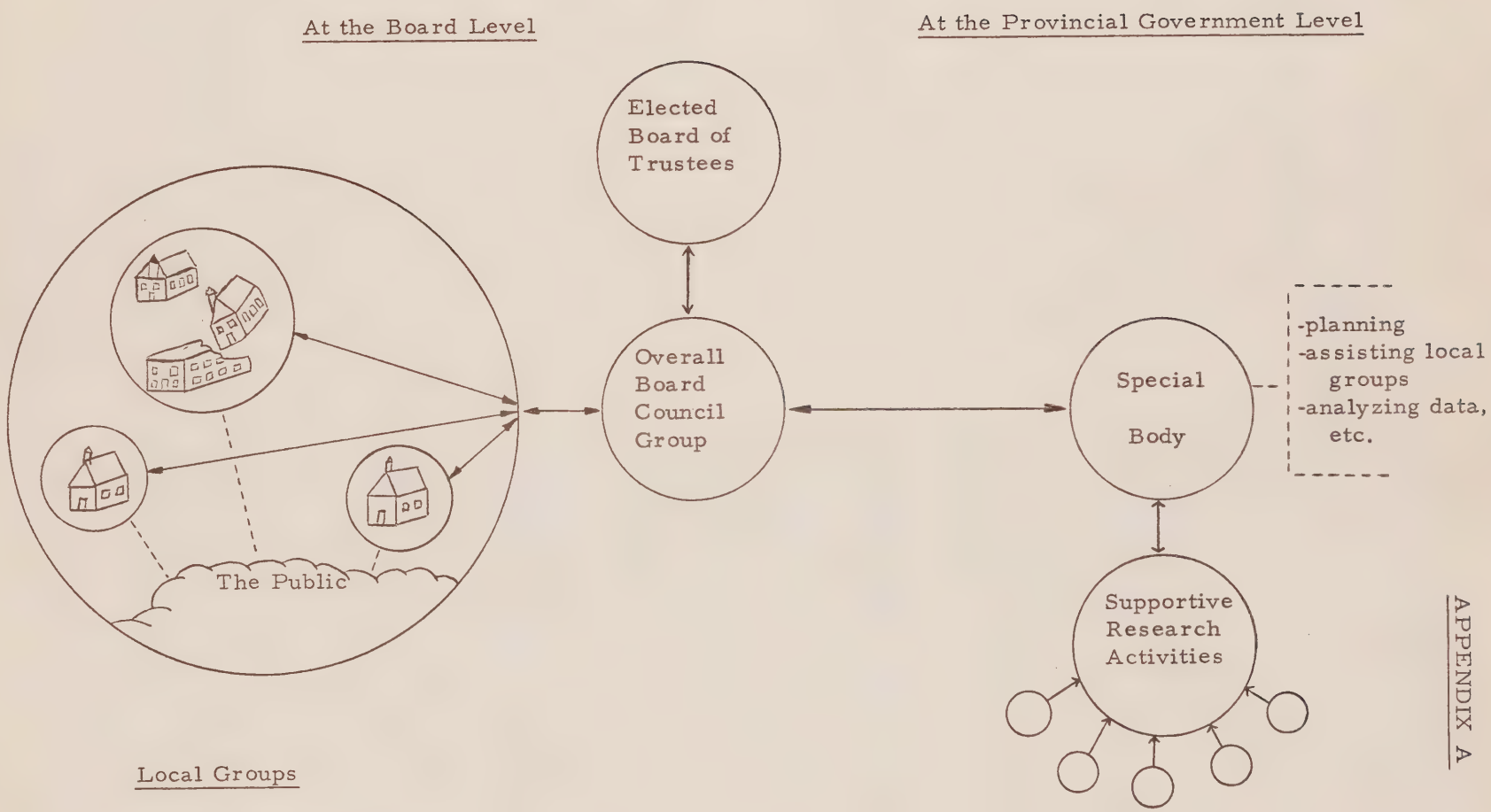
CONCLUSION

The thoughts and recommendations presented in this submission and, in particular, the outline of the Federation's major recommendation, the "Project", are far from being detailed. They are, however, enthusiastically and seriously presented with the positive feeling that, if researched and implemented, Ontario will see the public regain confidence in its elementary and secondary educational system.

The Federation is looking forward to appearing before the Committee in order to discuss and expand this submission and offers the assistance of its members and staff in helping to carry out the recommendations herein.

THE PROJECT

ILLUSTRATION OF SUGGESTED ACTIVITY LEVELS:



APPENDIX A

THE PROJECT

A POSSIBLE TIME SCHEDULE

1972

April - May	• Study and consideration by the Committee on the Costs of Education of the recommendations as presented in the Ontario Teachers' Federation submission.
June - August	• Feasibility study at the provincial government level of the main proposal, i.e., the Project, as outlined in the Ontario Teachers' Federation submission.
September - December	• Research and planning at the provincial government level leading to the development of the Project outline and its implementation and operational schedules.

1973

January - February	• Formation of the local and overall board council groups.

March - December	• Orientation and training workshops for local group representatives; • Local groups commence task of determining objectives; • Additional workshops for local group representatives; • Data from local groups is reported to and studied by the overall board council group; possible re-examination of material by local groups; and • Data is submitted by overall board council groups to the provincial government body.
<u>1974</u>	
January - December	• Data as received from overall board council groups is analyzed and studied by the provincial government body; return of material etc. to local groups for reaction and further study; and • Conference by provincial government body for local group representatives to outline and discuss the results and

findings of the Project.

1975

January	• Report from the provincial government body as to the objectives of the elementary and secondary educational system in Ontario.
February - June	• Breakdown by overall board council groups of objectives as outlined by the provincial government body into sub-objectives and terms which can be understood by the public in the school community.
July	• Communication to the public of detailed objectives and sub-objectives as outlined by the overall board council groups; and • Periodic review of objectives by local groups and provincial government body; another Project may have to be developed to do this.

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